National Ranking of Kentucky

	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983
Total Population	23	23	23	23	23	23	23	23	23	23
School Age Population	23	23	23	23	23	23	23	23	23	23
Est. Pop. Age 5-17 as % of Total Population	37	39	33	35	36	29	26	27	12	13
Public School Enrollment	23	23	23	23	23	23	23	23	23	23
% Population Age 25 & Over with High School Diploma	48	48	48	48	48	48	48	50	50	50
Total Instructional Staff Size	25	26	26	25	26	26	26	25	26	27
Pupils Per Teacher	36	39	36	41	37	38	38	40	42	44
Average Salary of Teachers	46	47	46	40	41	31	29	29	32	32
Average Salary of Instructional Staff	45	46	45	38	40	32	29	29	30	33
% Increase in Average Salary of Classroom Teachers for Ten Year Period	20	22	22	14	23	10	3	2	2	4
Total Personal Income	25	25	25	24	24	25	25	24	25	26
Per Capita Personal Income	43	43	44	42	42	41	41	41	47	45
Personal Income Per Pupil in ADA	36	34	32	33	34	34	34	36	37	40
Public School Revenue Per Pupil in ADA	46	46	45	46	46	43	43	43	36	43
Public School Revenues as % of Personal Income	44	45	45	43	45	36	36	34	34	30
Per Capita State Expenditures for all Education	23	28	28	27	30	15	15	15	14	20
Current Expenditures Per Pupil in ADA	49	49	49	48	48	40	40	33	44	43
% Increase in Current Expenses for Ten Year Period	20	21	35	38	30	26	23	11	17	10
State Funding	14	11	17	11	2	2	2	4	6	5
Federal Funding	9	10	8	9	10	17	19	15	8	9
Local Funding	40	41	39	39	49	48	48	45	46	48
ADA as Percent of Fall Enrollment	28	28	26	29	28	31	34	31	34	30
Number of 9th Graders Finishing High School 4 Years Later	42	N/A	N/A	N/A	N/A	N/A	N/A	N/A	44	41
% Change in Number of High School Graduates for Five Year Period	27	27	13	23	38	30	41	32	23	5

Rankings of the States, Vols. 1974-1983, National Education Association, Washington, D.C.

S3110-2.1

RAYMOND BARBER

Superintendent of Public Instruction

BIENNIAL REPORT 1981-1983

Volume LI

Part I — Narrative

Kentucky Department of Education

To The Governor
and
The General Assembly
COMMONWEALTH OF KENTUCKY

When I took office as the Superintendent of Public Instruction, it was my goal to do the best job I could for Kentucky's schools. To that end, I set for the Department of Education and for myself five general goals. They were:

I. To improve the performance of all local school districts;

II. To improve the education and the performance of Kentucky's teachers;

III. To improve the academic performance of Kentucky's pupils;

IV. To reduce the drop-out rate and so raise the educational level of Kentucky as a whole;

V. To improve the management of Kentucky's schools and the Department of Education.

This Biennial Report of the Superintendent of Public Instruction for the biennium ending June 30, 1983 is written pursuant to the provisions of KRS 156.250. It documents Kentucky's progress in meeting those goals and sets forth recommendations for continuing the effort.

Americans have long viewed education as the passport to prosperity and well-being. Kentuckians have shared the dream. Now, more than ever, the value of the educated individual to our society is understood and appreciated. Much has been accomplished in building the foundation for excellence in Kentucky's common schools. Much remains to be done. It is hoped that this report will help show the way.

Respectfully submitted,

Raymond Barber

Raymond Barber
Superintendent of Public Instruction

STATE BOARD OF EDUCATION

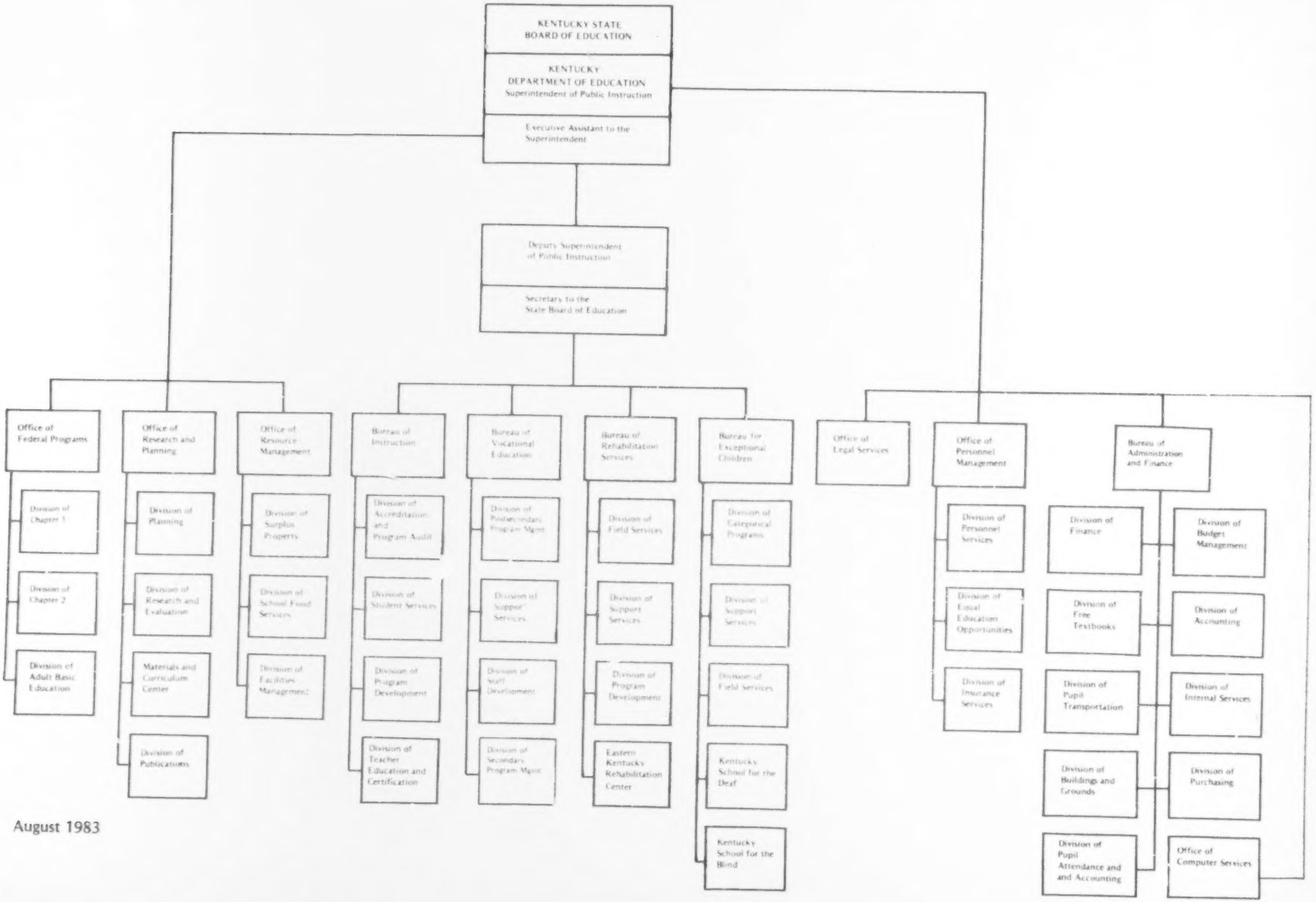
Robert Ruberg, Chairman	Covington
James Ratcliffe, Vice Chairman	Louisville
David Asher, M.D.	Pineville
Ann Bardwell	Lexington
Donald Herren	Lexington
Stuart Jay	Louisville
WD Kelly	Hopkinsville
Henry Pogue	Fort Thomas
Mildred Robinson	Ashland
Martha Dell Sanders	Paducah
Joe Warren	Louisville
O'Leary Meece*	Somerset
Harry Fields*	Owensboro
Harry Snyder, Ex-Officio Member	Somerset

*Two new members were appointed to the State Board of Education during 1983, to fill the expired term of Delores Catchings, Bowling Green, and of Leonard Marshall, Louisville, who resigned.

KENTUCKY DEPARTMENT OF EDUCATION

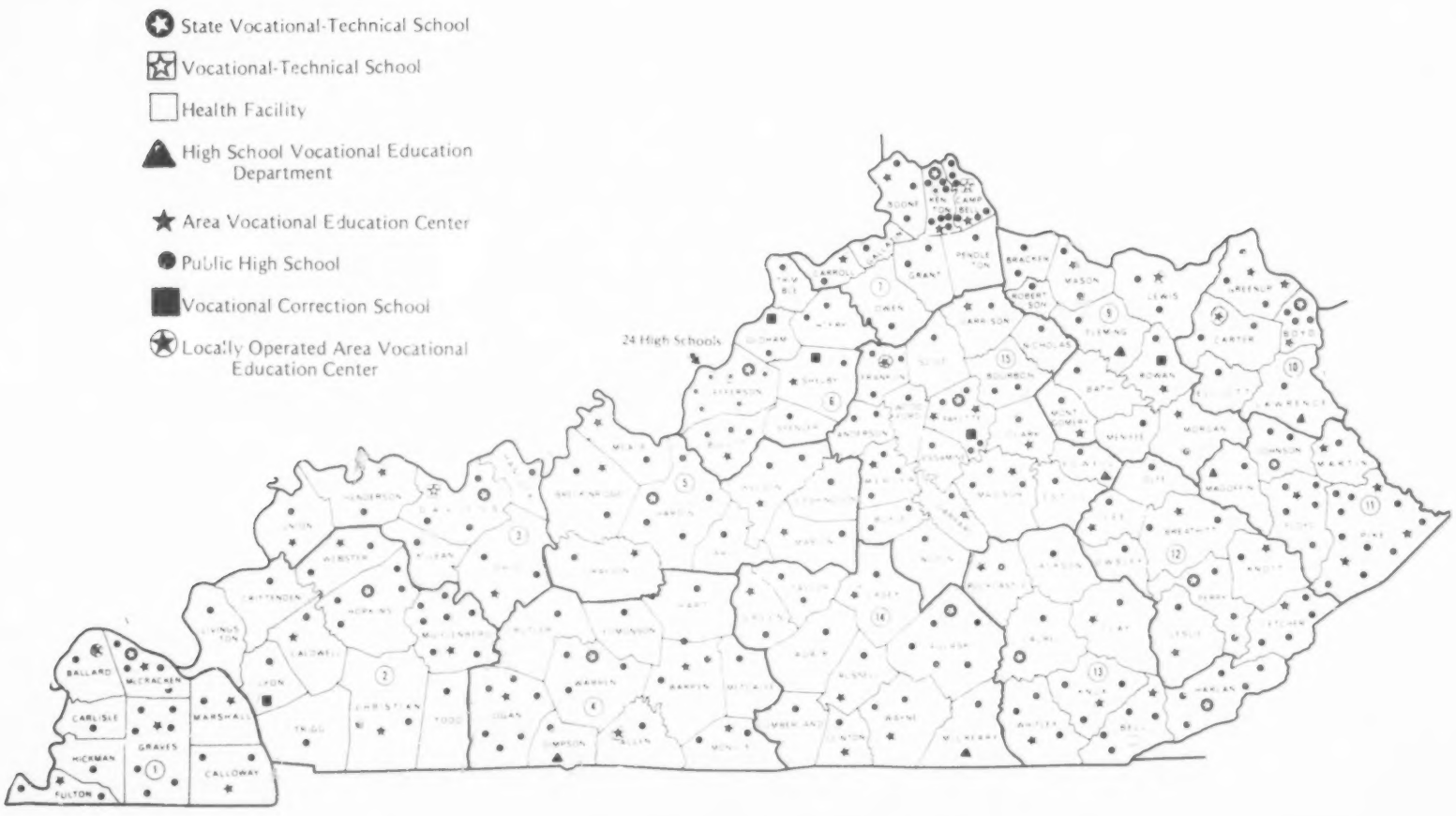
Superintendent of Public Instruction	Raymond Barber
Executive Assistant to the Superintendent	Taylor Hollin
Deputy Superintendent of Public Instruction	Fred Schultz
Secretary to the State Board of Education	Laurel True
Public Relations	Anne Thompson
Bureau of Instruction	1981-83 Donald Hunter
	1983- Carolynn Wosoba
Bureau of Vocational Education	1981-82 Robert Spillman
	1982- Wilburn Pratt
Bureau of Rehabilitation Services	Laurel True
Bureau of Education for Exceptional Children	Billie Downing
Bureau of Finance and Administration	Arnold Guess
Office of Legal Services	Edward Fossett
Office of Personnel Management	Vertner Taylor
Office of Federal Programs	1981-83 Alice McDonald
	1983- Kenneth Goldsmith
Office of Research and Planning	1981-83 Clyde Caudill
	1983- Geri Weaver
Office of Resource Management	Redwood Taylor

KENTUCKY DEPARTMENT OF EDUCATION


KENTUCKY STATE BOARD OF EDUCATION
KENTUCKY DEPARTMENT OF EDUCATION
Superintendent of Public Instruction
Executive Assistant to the Superintendent
Deputy Superintendent of Public Instruction
Secretary to the State Board of Education
Office of Federal Programs
Division of Chapter 1
Division of Chapter 2
Division of Adult Basic Education
Office of Research and Planning
Division of Planning
Division of Research and Evaluation
Materials and Curriculum Center
Division of Publications
Office of Resource Management
Division of Surplus Property
Division of School Food Services
Division of Facilities Management
Bureau of Instruction
Division of Accreditation and Program Audit
Division of Student Services
Division of Program Development
Division of Teacher Education and Certification
Bureau of Vocational Education
Division of Postsecondary Program Mgmt
Division of Support Services
Division of Staff Development
Division of Secondary Program Mgmt
Bureau of Rehabilitation Services
Division of Field Services
Division of Support Services
Division of Program Development
Eastern Kentucky Rehabilitation Center
Bureau for Exceptional Children
Division of Categorical Programs
Division of Support Services
Division of Field Services
Kentucky School for the Deaf
Kentucky School for the Blind
Office of Legal Services
Office of Personnel Management
Division of Personnel Services
Division of Equal Education Opportunities
Division of Insurance Services
Bureau of Administration and Finance
Division of Finance
Division of Free Textbooks
Division of Pupil Transportation
Division of Buildings and Grounds
Division of Pupil Attendance and and Accounting
Division of Budget Management
Division of Accounting
Division of Internal Services
Division of Purchasing
Office of Computer Services

August 1983

FACILITIES OFFERING VOCATIONAL EDUCATION PROGRAMS BY REGIONS



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Teacher Recruitment
Scholarships
Math-Science Loans
Teacher Education and Preparation
Internships
Restructure Teacher Education
Baccalaureate
GPA
Teacher Certification
Study
Council
Teacher Compensation and Evaluation
Career Ladder
Salaries
Middle School Education
Student Improvement/Assisting Teacher Program
Study
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Special Education
Prevalence Rates
Funds
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Revolving Fund
Incentive Funds
Computer Processing

NOTE: References follow the chapters.

CHAPTER 1
Leadership

SUPERINTENDENT OF PUBLIC INSTRUCTION

The post of Superintendent of Public Instruction is established by the Kentucky Constitution which provides for the office to be filled by statewide election every four years and prohibits the individual from succeeding himself.

The Superintendent of Public Instruction is the chief state school officer. Although his duties are not expressly provided in the Kentucky Constitution, it is the opinion of constitutional lawyers that the General Assembly could not strip the Superintendent of those duties and authority inherent in the office of the chief state school officer. By statute, the Superintendent is the executive director of the Department of Education and the executive officer of the state Board of Education. He is responsible for preparing the educational portion of the executive budget, executing the enacted budget, publishing information concerning education, school laws and regulations. He has access to all educational records of the public common schools within the state and may conduct examinations and compel the attendance of witnesses. He is also the appointing authority for all personnel actions within the Department of Education.

DEPARTMENT OF EDUCATION

The Department of Education is created by the General Assembly. It consists of the Superintendent of Public Instruction, the Bureau of Instruction, the Bureau of Education for Exceptional Children, the Bureau of Administration and Finance, the Bureau of Vocational Education, the Bureau of Vocational Rehabilitation Services, and the state Board of Education. In addition, there are other supporting offices which report directly to the Superintendent, to his deputy or to other assistants. They include the Office of Computer Services, the Office of Federal Programs, the Office of Legal Services, the Office of Personnel Management, the Office of Research and Planning, the Office of Resource Management, the Kentucky School for the Blind, and the Kentucky School for the Deaf.

By statute, the department is charged with the responsibility to exercise all the administrative functions of the state in relation to the management and control of the public common schools, vocational education, vocational rehabilitation, the Kentucky School for the Blind and the Kentucky School for the Deaf, and may exercise the general powers and functions relating to state vocational schools and area vocational educational centers for young people who are enrolled in regular day schools and for out-of-school youth and adults, both employed and unemployed. The department also exercises those powers relating to television in aid of education and other proper public functions specified in statute.

STATE BOARD OF EDUCATION

The state Board of Education consists of 13 voting members appointed by the Governor: one from each of the seven Supreme Court districts and six members from the state at large. The executive director of the Council on Higher Education is an *ex-officio* member of the board. The primary function of the state Board of Education is to develop and adopt policies and regulations by which the Department of Education shall be governed in planning, coordinating, administering, supervising, operating, and evaluating the educational programs, services, and activities within the department. The State Board, by statute, is given the management and control of the common schools as expressly authorized to regulate the minimum courses of study for graduation, accreditation of all common schools, school census, sanitary and production construction on school building physical education and recreation, transportation of children to and from school, limited approval of private and parochial schools, fixing of school holidays, preparation of budget and salary schedules for the several school districts, uniform series of forms and blanks for reporting educational and financial information, and disposal of real and personal property owned by the local school districts.

LOCAL SCHOOL DISTRICTS

The local school districts are headed by a local board of education which generally consists of five members elected from the district at large in independent districts and from five-member districts in each of the county districts. Members are elected for four-year terms with three being elected in the even year for four-year terms and two more being elected in the ensuing even numbered year. In order to qualify for membership on a board of education, a candidate for the office must be 24 years old, a citizen of Kentucky for at least three years preceeding his election and have completed at least an eighth grade education in the common schools.

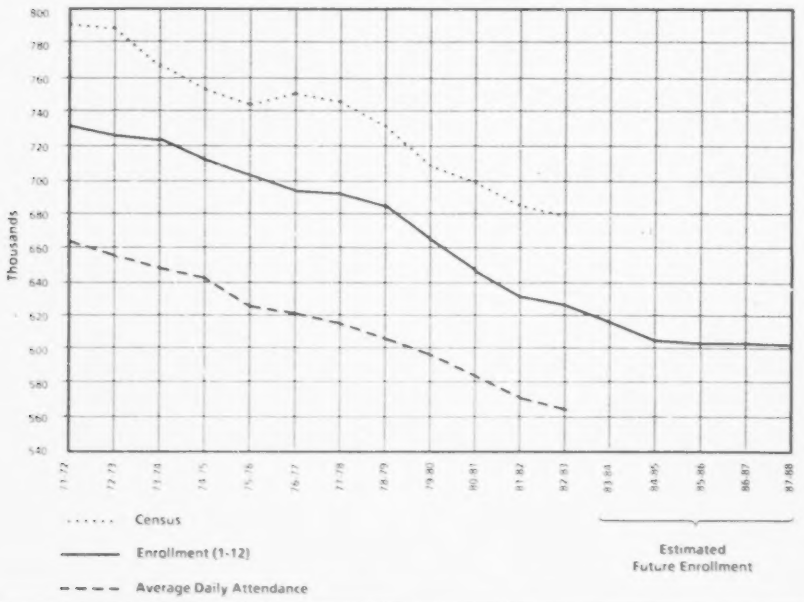
Local boards of education are accorded the management and control of their district. They hire a superintendent for a term of one, two, three or four years. The superintendent then must recommend all appointments, dismissals, promotions, and transfers of personnel. Generally speaking, the local board of education has complete control of grade requirements above the minimum established by the state Board of Education. The appointment, termination, transfer, and promotion of all personnel are subject only to the Department of Education's right to certify as to the various certifiable positions. The local board of education has complete control of the grading and of pupils within the district. All appeals from such actions go to the district Circuit Court rather than to the state Board of Education.

CHAPTER 2
Academic Performance

ENROLLMENT

The Kentucky school census includes all children aged 6 to 18 years and is reported annually on May 1. Continuing a decline that began in 1972, only 678,118 Kentuckians were of school age in 1983. Actual enrollment, which also peaked in 1972, stood at 624,632 in 1983 while average daily attendance was 566,027. The percent of those enrolled who actually attend school rose in every year of the administration, increasing from a low of 92.74 percent in 1976-77 to an all-time high of 94.20 percent in 1982-83.

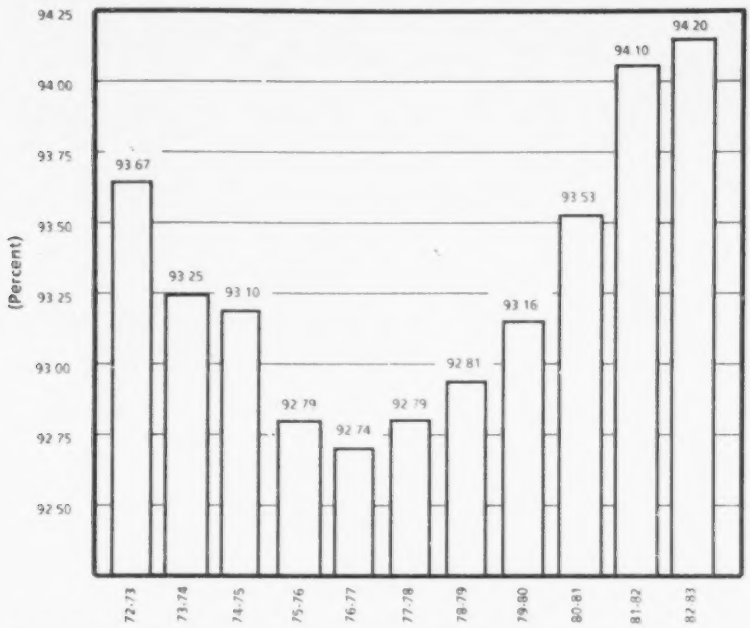
Kentucky School Census, Enrollment and Average Daily Attendance



Kentucky School Census, Enrollment and Average Daily Attendance

Year	Census	Enrollment	ADA
1971-72	784,951	734,135	663,698
1972-73	778,762	729,223	656,290
1973-74	765,385	722,035	645,409
1974-75	757,172	712,658	636,315
1975-76	742,859	703,104	622,483
1976-77	746,613	696,740	620,768
1977-78	742,620	692,031	616,873
1978-79	725,394	681,371	605,309
1979-80	710,582	663,990	591,992
1980-81	694,740	648,876	580,766
1981-82	682,567	637,172	574,329
1982-83	678,118	624,632	566,027

Percent of Attendance

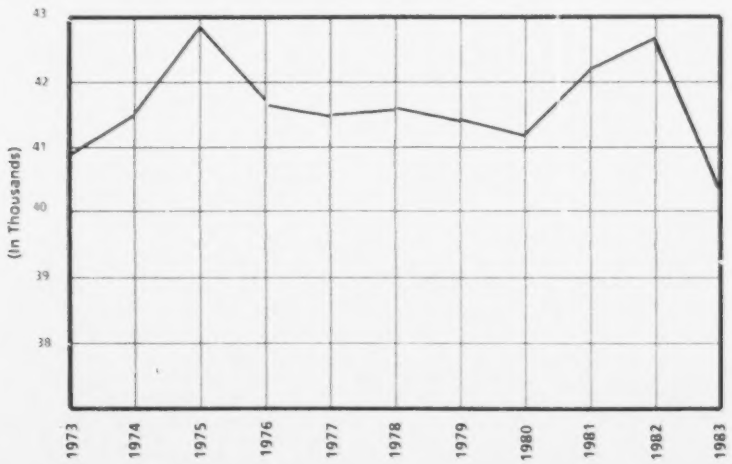


GRADUATES

In 1982, 42,700 young people graduated from public high schools while 40,478 graduated in 1983 in the smallest class in over a decade.

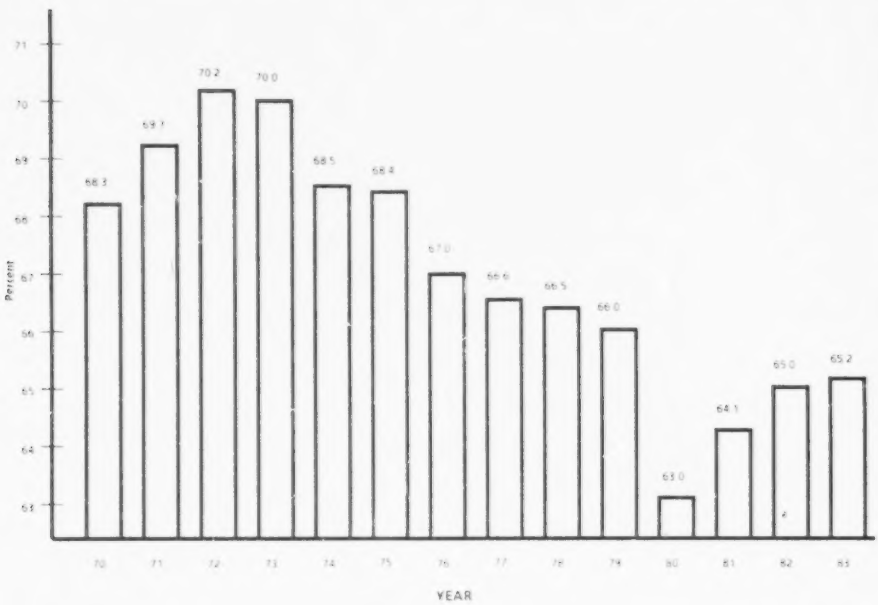
The percentage of ninth graders completing public high school reached a peak of 70.2 percent in 1971-72, slid to a low of 63.0 percent in 1979-80 and under this administration, recovered 65.2 percent by the end of the 1982-83 school year. The percent of high school graduates going to college levelled out at 36.8 percent in 1973-74, but during this administration exceeded 42 percent in every year. An additional 10 percent (approximately) of the graduating class of 1983 sought post-secondary education so that approximately 50 percent of the total class was extending its education beyond high school.

Public High School Graduates



(NOTE: See table on Page 24 for actual numbers.)

Percent of 9th Graders Completing High School



ACADEMICS

College Board Tests—Kentucky's public universities require entering freshmen to take the American College Board Test (ACT) as a condition for admission. Consequently, this test is taken by most college-bound Kentuckians—26,275 in 1982-83.

Over an eleven-year period, Kentucky's ACT results have trailed national averages, very slightly in English but much more so in mathematics. Of particular concern in recent years the math scores of Kentucky's young women have trended downward significantly, while nationally women's scores remained steady. While the math scores of Kentucky's young men have been consistently below the national level for men, they remained steady while men's national scores declined.

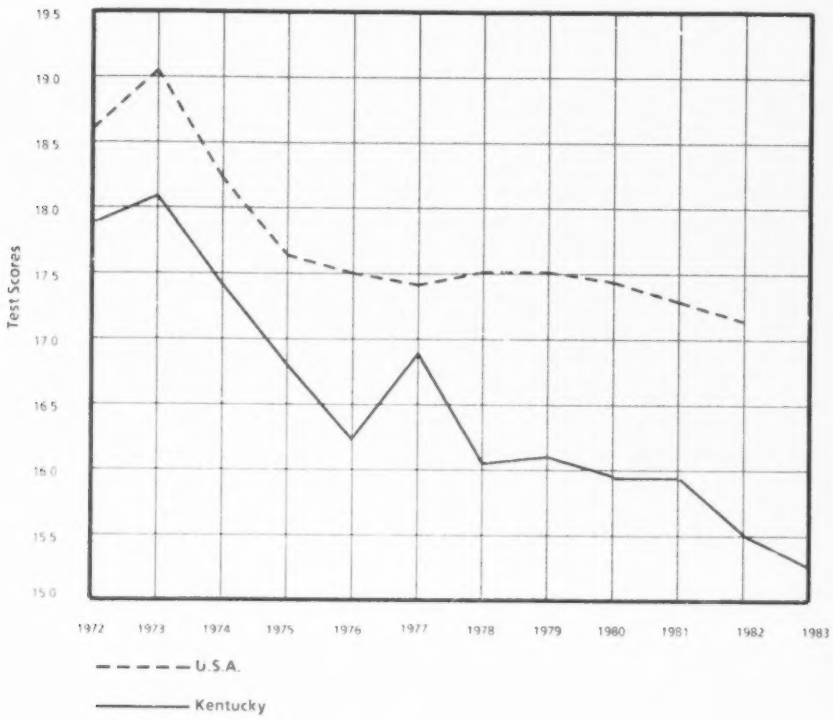
A few of Kentucky's private colleges and many out-of-state institutions require their freshmen to take the Scholastic Aptitude Test (SAT) for admission. Approximately 3,000 young Kentuckians take this test every year and their scores have consistently been far above national averages. Kentucky ranks 15th in the nation in SAT math scores and 14th in SAT verbal scores. To the extent that these young people leave Kentucky for higher education and do not return, the SAT scores may be an indication of a "brain drain" modest in size but significant in scope. Moreover, contrary to Kentucky's experience with the ACT, the SAT math scores of Kentucky's young women trended up for four of the last five years; those of Kentucky's young men, on the other hand, drifted downward for four years but took a significant turn upward in 1982-83. The SAT verbal scores of Kentucky's men and women have been virtually static. Finally, the wide gap between men and women's math scores statewide on both the ACT and the SAT reflects a nationwide trend, suggesting that Kentucky, like the rest of the nation, is not urging its capable young women into math studies on quite the same scale as its young men.

1983 State Scores on SAT

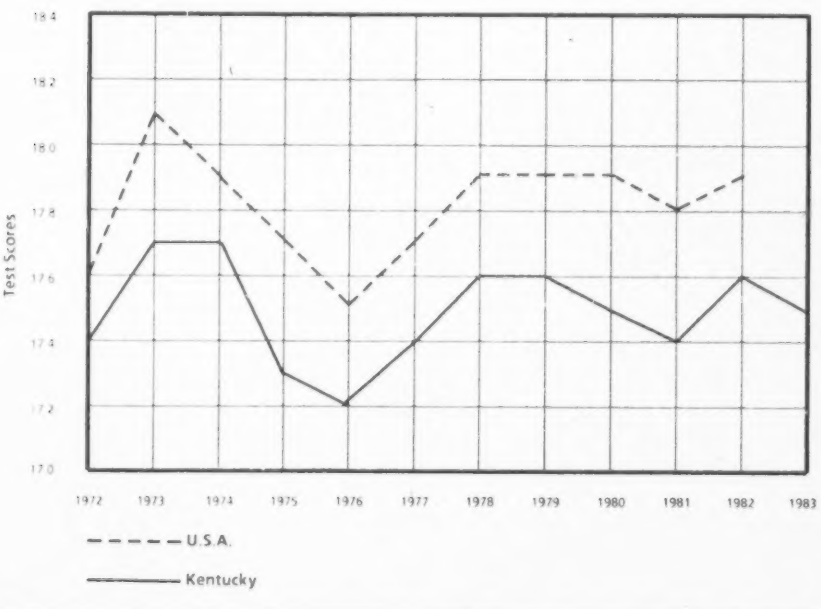
Verbal			Math		
State National Rank	% Grads Taking SAT	Score	State National Rank	% Grads Taking SAT	Score
1. Iowa	3	520	1. Iowa	3	573
2. South Dakota	3	517	2. South Dakota	3	560
3. Utah	3	508	North Dakota	3	560
4. North Dakota	3	505	3. Nebraska	6	546
5. Kansas	5	498	4. Utah	3	545
6. Nebraska	6	494	5. Kansas	5	540
7. Wyoming	6	492	6. Minnesota	7	538
8. Oklahoma	5	489	7. Montana	8	535
9. New Mexico	8	484	8. Wisconsin	10	533
10. Tennessee	8	483	9. Wyoming	6	530
11. Arkansas	4	482	10. Oklahoma	5	521
Minnesota	7	482	11. Colorado	16	520
12. Montana	8	480	12. Tennessee	8	519
13. Idaho	6	479	New Mexico	8	519
14. Kentucky	6	475	13. Arkansas	4	518
15. Mississippi	3	474	14. Illinois	14	517
16. Wisconsin	10	473	15. Kentucky	6	513
17. Louisiana	5	469	Idaho	6	513
Colorado	16	469	16. West Virginia	7	512
18. West Virginia	7	466	17. Michigan	11	511
Alabama	6	466	18. Missouri	23	510
Missouri	23	466	Washington	16	510
19. Arizona	10	465	19. Alabama	6	508
20. Washington	16	463	20. Mississippi	3	507
21. Illinois	14	462	21. Arizona	10	505
22. Michigan	11	458	22. Ohio	16	504
Ohio	16	458	23. Louisiana	5	502
23. New Hampshire	58	444	24. New Hampshire	58	481
24. Nevada	6	441	25. Nevada	6	480
25. Alaska	28	437	26. California	37	474
26. Vermont	55	434	27. Vermont	55	472
27. Delaware	54	433	28. Hawaii	50	471
Connecticut	68	433	29. Oregon	43	469
28. Oregon	43	432	30. Alaska	28	468
29. Maine	47	427	**U.S. Average**		**468**
Maryland	51	427	31. Delaware	54	467
Massachusetts	66	427	32. Maryland	51	466
Virginia	52	427	New York	61	466
30. Pennsylvania	51	425	33. Connecticut	68	465
U.S. Average		**425**	34. Florida	38	464
31. Florida	38	423	Maine	47	464
32. New York	61	422	35. Massachusetts	66	463
Rhode Island	60	422	Virginia	52	463
33. California	37	421	36. Pennsylvania	51	461
34. New Jersey	66	418	37. Rhode Island	60	459
35. Texas	32	412	38. New Jersey	66	455
37. North Carolina	49	394	40. Texas	32	453
38. Hawaii	50	393	41. North Carolina	49	431
39. Georgia	50	390	42. Georgia	50	428
40. South Carolina	50	383	43. South Carolina	50	415

NOTE: ACT does not release similar information.

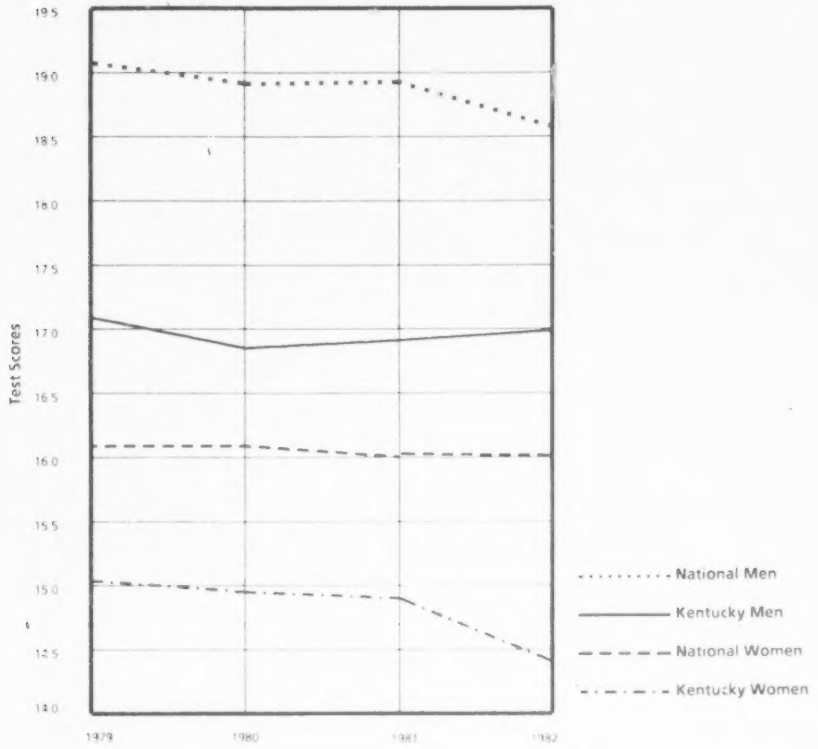
ACT Test Scores, Math



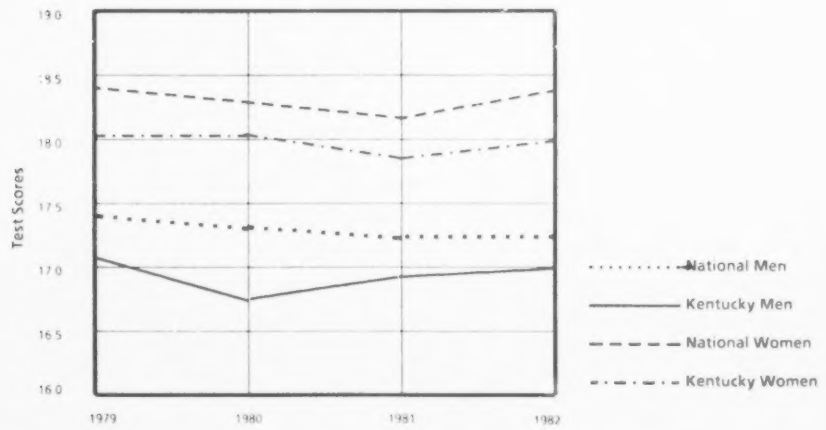
ACT Test Scores, English



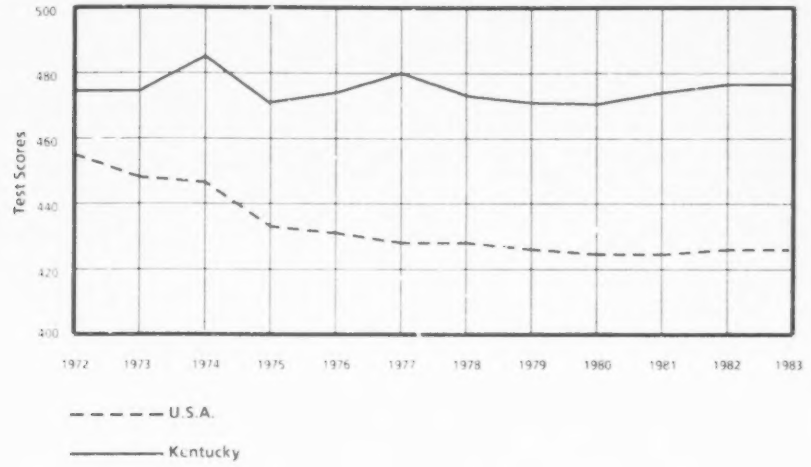
Kentucky ACT Test Scores, Math



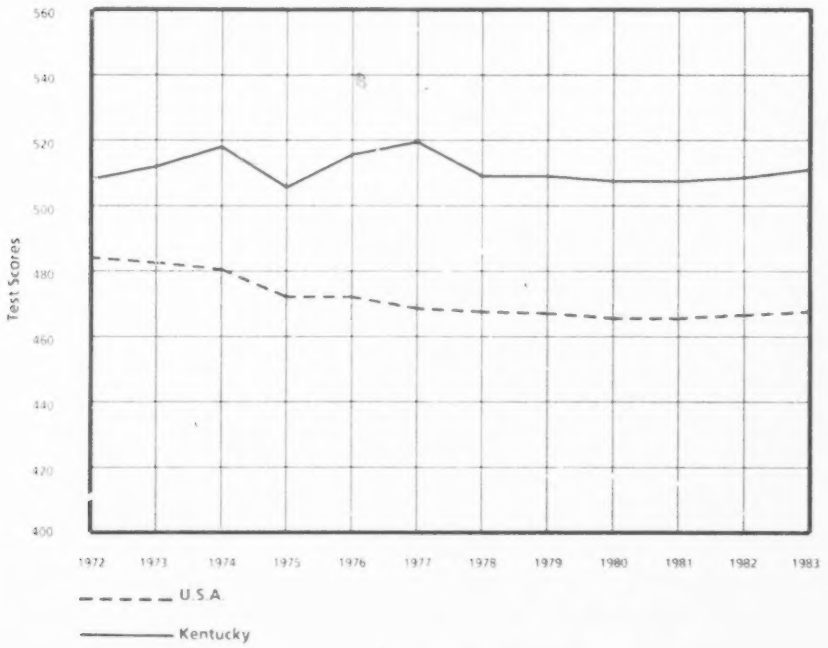
Kentucky ACT Test Scores, English



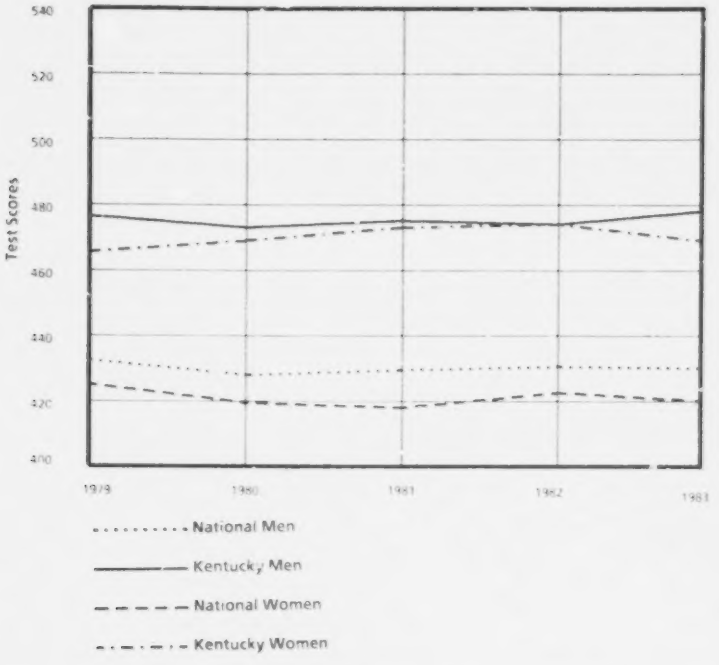
SAT Test Scores, Verbal



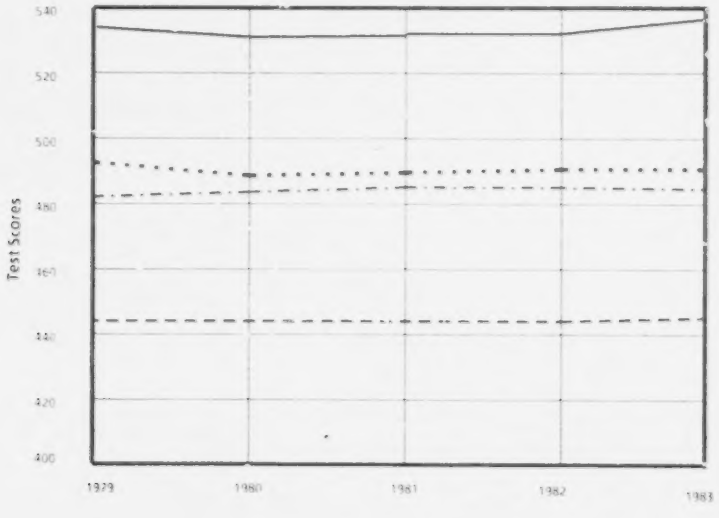
SAT Test Scores, Math



Kentucky SAT Test Scores, Verbal



Kentucky SAT Test Scores, Math

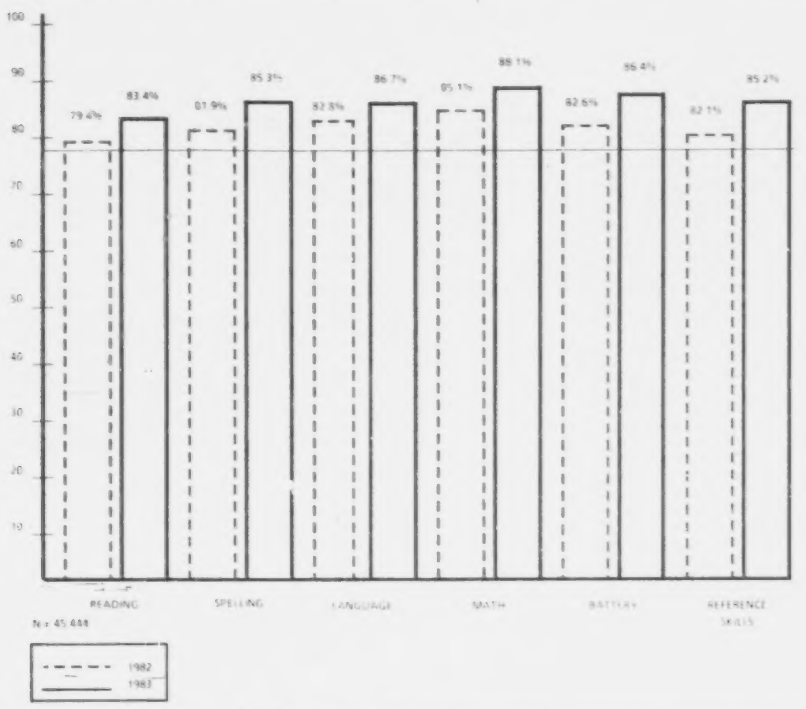


CTBS—In 1978, the General Assembly passed the Educational Improvement Act requiring statewide testing in grades 3, 5, 7 and 10. In 1979-81 the Comprehensive Test of Basic Skills-Form S (CTBS-S) was selected for this purpose. In 1982 and 1983 the CTBS-Form U was selected instead because this version of the test provides superior diagnostic information to the teacher about the basic skills individual pupils are, or are not, grasping. Long-term comparisons of test results therefore are not possible.

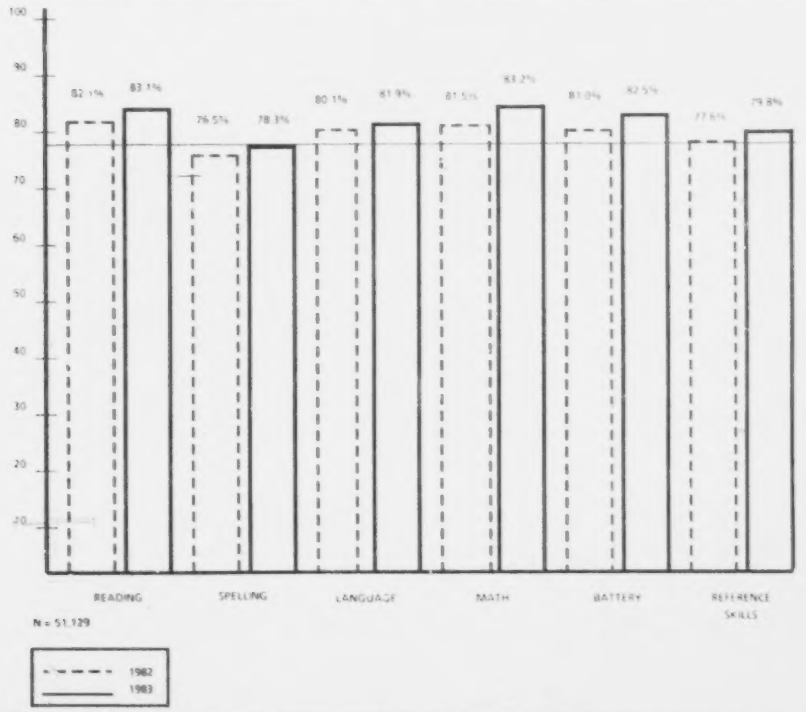
In 1982, in grades 3, 5 and 7, the percent of Kentucky students who scored in the average or above average ranges exceeded normal expectations . Tenth grade scores were disappointing, however, which prompted the Superintendent to form a task force to study the causes (See Chapter 3).

In 1983, Kentucky students, including 10th graders, improved their scores in every grade and in every subject tested statewide. The percent of students scoring at or above the national median of 50 percent, however, remained disappointing as was the distribution of those scores when compared to normal expectations.

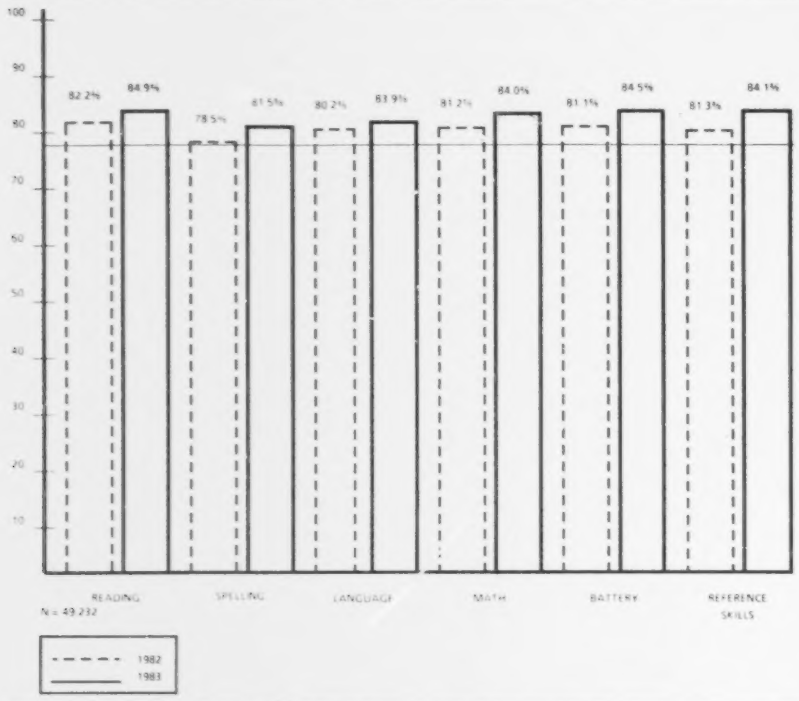
Percent of Students Scoring in Stanines 4 through 9, State Summary Grade 3, Spring 1982 and 1983, CTBS/U - Level F



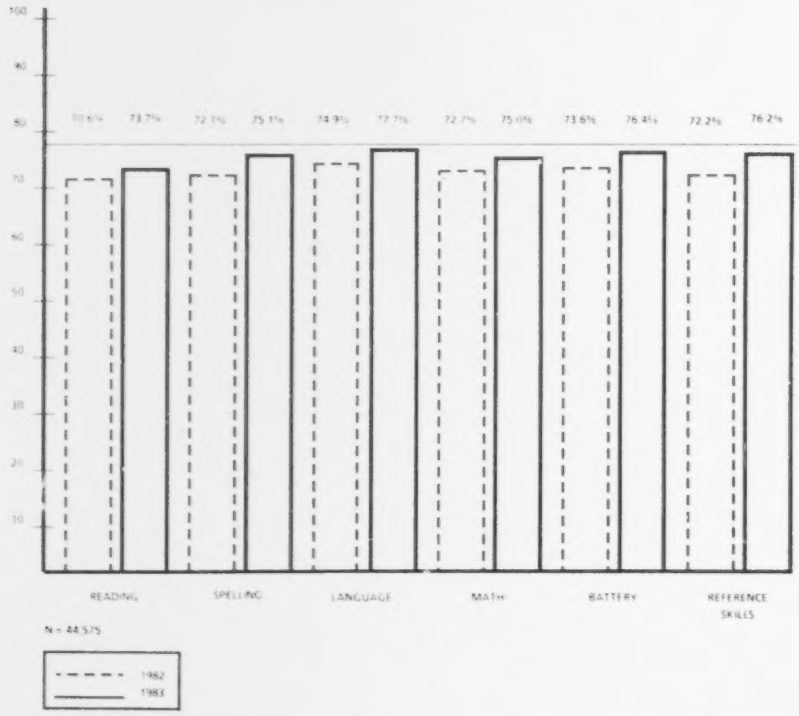
Percent of Students Scoring in Stanines 4 through 9, State Summary Grade 5, Spring 1982 and 1983, CTBS/U - Level G



Percent of Students Scoring in Stanines 4 through 9, State Summary Grade 7, Spring 1982 and 1983, CTBS/U - Level H



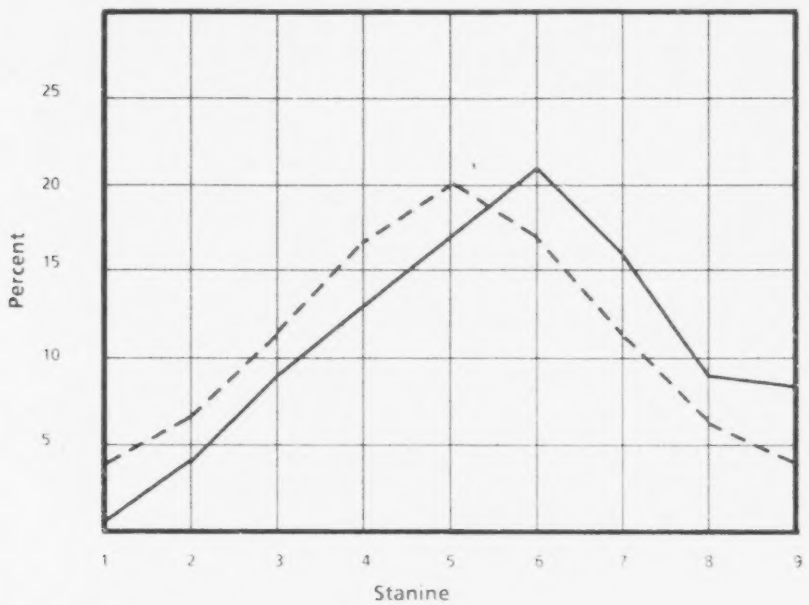
Percent of Students Scoring in Stanines 4 through 9, State Summary Grade 10, Spring 1982 and 1983, CTBS/U - Level J



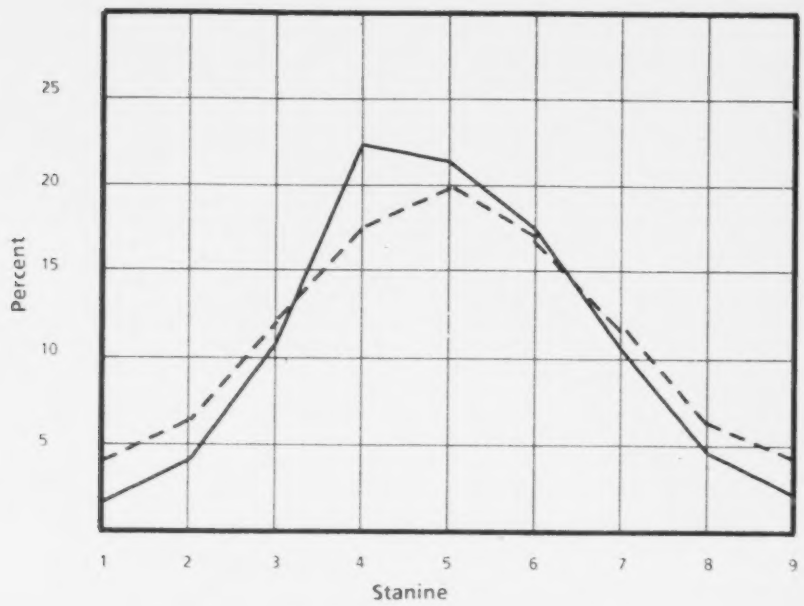
The distribution of scores for Kentucky's third graders is ideal. Compared to the normal statistical "Bell Curve", fewer Kentucky third graders were below average and more were above average than is normally the case. In the average category, more pupils fell into the higher, rather than the lower, range.

The pattern is different in the other grades. While fewer pupils were below average in grades 5 and 7, fewer than normal were in the above average range. Moreover, far more students clustered in the low average portion of the scale than in the high average portion. This same concentration in the low averages occurred in the 10th grade, although in that grade it is somewhat mitigated by a better-than-normal performance in the very top category.

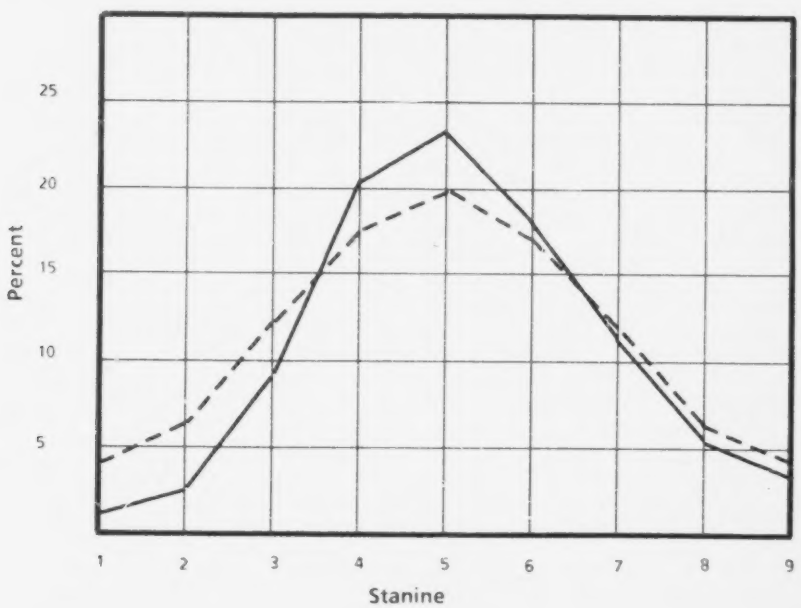
CTBS - General Battery Grade 3, 1983



CTBS - General Battery Grade 5, 1983



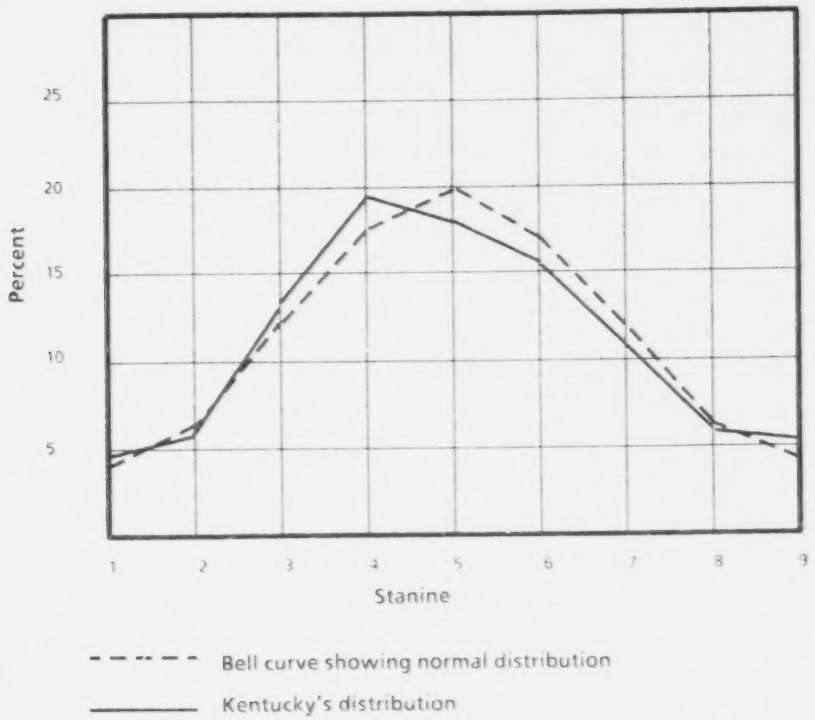
CTBS - General Battery Grade 7, 1983



Bell curve showing normal distribution

Kentucky's distribution

CTBS - General Battery Grade 10, 1983



The department provided detailed statistical analysis of test results to every district in the state so it could be used for instructional planning and parent/student counseling. From the statewide information, it can be generally concluded that Kentucky's public schools do very well with early childhood education in the critical first three years when pupils learn to read. It is also clear that greater attention should be paid to the basic skills in upper elementary and high school grades and that more emphasis should be placed on the needs of the average and the above average learner. The SAT scores show what gifted Kentucky students can accomplish. The third grade scores show what all Kentucky students can accomplish. Kentucky's challenge is produce in *all* grades the record of accomplishment achieved in the third grade in 1983.

A study performed by Cresap, Paget and McCormick in 1981 recommended that academic targets be set for every Kentucky school every year. In 1983, the Superintendent set such a target. He challenged every school to strive to improve its performance in every grade and in every subject by three percentage points in the 1983-84 school year. In setting this goal, the Superintendent observed that a 3 percentage point improvement each year for five years would result in a significant level of academic accomplishment at the end of that time.

While Kentucky law requires statewide testing in only four grades, many districts test voluntarily in other grades. In 1983, 502,992 students participated in the voluntary testing program, up 13 percent from 439,215 tested in 1982. The tests were scored by the Department of Education and the results returned to the districts.

CTBS Test Score Rankings—Kentucky has 180 school districts, two dependent districts—Fort Knox and Fort Campbell—and one model school

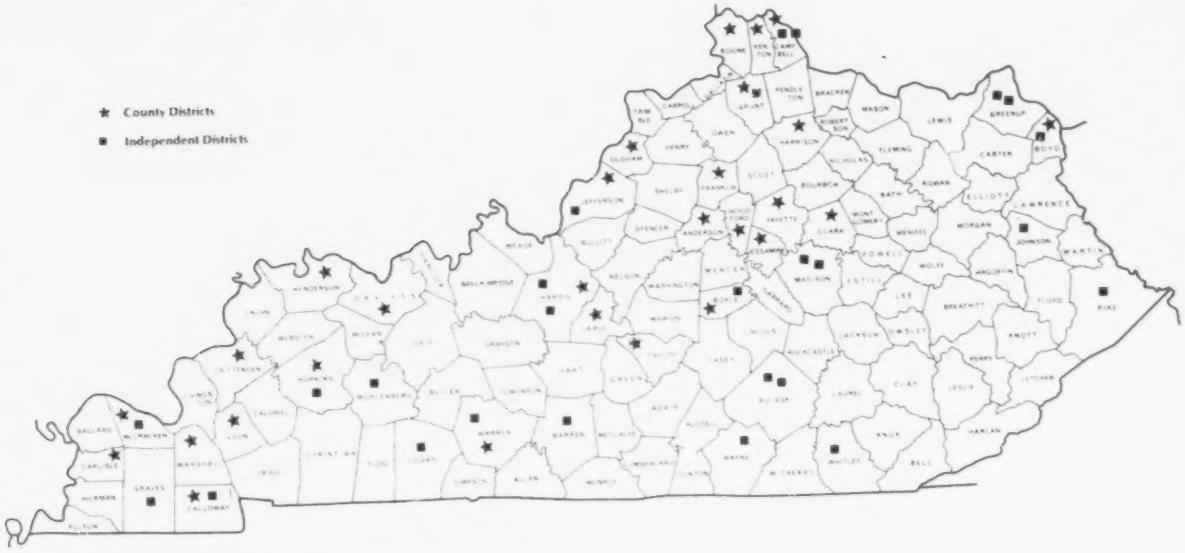
which is treated as a separate district for reporting purposes. In July, 1983, the Department ranked the test scores of the 183 entities for the first time. Publication of the rankings represented a departure from past practice and therefore was somewhat controversial among some educators. The information released by the Department was widely publicized and extensively analyzed in state and local media along with economic and financial data for each district. Initial observations suggest that the ability to compare the academic achievement levels of one's own district with others similar in wealth and size is of positive help to local boards of education. Specific district data enable local boards to identify areas of academic weakness and to develop programs to strengthen curricula accordingly. Public awareness of this information over a period of time should contribute to a steady improvement in academic outcomes.

It is therefore recommended that publication of district rankings be a part of the annual reporting required under the provisions of the Educational Improvement Act of 1978.

Local District Rankings Based on CTBS-U Total Battery Test Results, Spring 1983

1. Anchorage Ind.
2. Madison Model
3. Ft. Thomas Ind.
4. Beechwood Ind.
5. Murray Ind.
6. Russell Ind.
7. Raceland Ind.
8. Elizabethtown Ind.
9. Oldham Co.
10. Glasgow Ind.
11. Berea Ind.
12. Somerset Ind.
13. McCracken Co.
14. Calloway Co.
15. Ashland Ind.
16. Franklin Co.
17. Kenton Co.
18. Warren Co.
19. Carlisle Co.
20. Danville Ind.
21. Bowling Green Ind.
22. Crittenden Co.
23. Fayette Co.
24. Daviess Co.
25. Dawson Springs Ind.
26. Clark Co.
27. Mayfield Ind.
28. Southgate Ind.
29. Marshall Co.
30. Paducah Ind.
31. Russellville Ind.
32. Harrison Co.
33. Paintsville Ind.
34. Paris Ind.
35. Lyon Co.
36. Hancock Co.
37. Hickman Co.
38. Fort Knox
39. Erlanger-Elsmere
40. Ballard Co.
41. Corbin Ind.
42. Campbell Co.
43. Science Hill Ind.
44. Pikeville Ind.
45. Jefferson Co.
46. Boyd Co.
47. Simpson Co.
48. Larue Co.
49. Woodford Co.
50. Greenville Ind.
51. Hardin Co.
52. East Bernstadt Ind.
53. Eminence Ind.
54. Boone Co.
55. Livingston Co.
56. McLean Co.
57. Grant Co.
58. Montgomery Co.
59. Jessamine Co.
60. Boyle Co.
61. Madison Co.
62. Hopkins Co.
63. Augusta Ind.
64. Anderson Co.
65. Williamstown Ind.
66. Caldwell Co.
67. Bellevue Ind.
68. Cloverport Ind.
69. Henry Co.
70. Trimble Co.
71. Graves Co.
72. Breckinridge Co.
73. Walton Verona Ind.
74. Burgin Ind.
75. Pendleton Co.
76. Edmonson Co.
77. Ft. Campbell
78. Nelson Co.
79. Carroll Co.
80. Henderson Co.
81. Harrodsburg Ind.
82. Allen Co.
83. Bardstown Ind.
84. West Point Ind.
85. Mason Co.
86. Scott Co.
87. Grayson Co.
88. Bourbon Co.
89. Green Co.
90. Russell Co.
91. Williamsburg Ind.
92. Taylor Co.
93. Shelby Co.
94. Pulaski Co.
95. Monticello Ind.
96. Frankfort Ind.
97. Gallatin Co.
98. Lee Co.
99. Central City Ind.
100. Hart Co.
101. Rowan Co.
102. Trigg Co.
103. Garrard Co.
104. Union Co.
105. Campbellsville Ind.
106. Silver Grove Ind.
107. Owen Co.
108. Webster Co.
109. Caverna Ind.
110. Wolfe Co.
111. Todd Co.
112. Christian Co.
113. Bullitt Co.
114. Knox Co.
115. Meade Co.
116. Jackson Ind.
117. Greenup Co.
118. Washington Co.
119. Lincoln Co.
120. Carter Co.
121. Bracken Co.
122. Hazard Ind.
123. Mercer Co.
124. Fulton Co.
125. Elliott Co.
126. Ohio Co.
127. Wayne Co.
128. Owensboro Ind.
129. Logan Co.
130. Ludlow Ind.
131. Laurel Co.
132. Robertson Co.
133. Morgan Co.
134. Butler Co.
135. Richmond Ind.
136. Barren Co.
137. Marion Co.
138. Powell Co.
139. Muhlenberg Co.
140. Fairview Ind.
141. Nicholas Co.
142. Middlesboro Ind.
143. Bath Co.
144. Maysville Ind.
145. Menifee Co.
146. Barbourville Ind.
147. Fleming Co.
148. Pike Co.
149. Adair Co.
150. Estill Co.
151. Harlan Ind.
152. Bell Co.
153. Clay Co.
154. Monroe Co.
155. Lawrence Co.
156. Johnson Co.
157. Jenkins Ind.
158. Newport Ind.
159. Knott Co.
160. Fulton Co.
161. Rockcastle Co.
162. Spencer Co.
163. Cumberland Co.
164. Breathitt Co.
165. Providence Ind.
166. Casey Co.
167. Jackson Co.
168. McCreary Co.
169. Lewis Co.
170. Dayton Ind.
171. Pineville Ind.
172. Letcher Co.
173. Covington Ind.
174. Metcalfe Co.
175. Whitley Co.
176. Floyd Co.
177. Martin Co.
178. Magoffin Co.
179. Perry Co.
180. Harlan Co.
181. Leslie Co.
182. Owsley Co.
183. Clinton Co.

Districts Obtaining Mean NCE Scores Above The National Average of 50 on CTBS-U Total Battery Grades 3, 5, 7, and 10, 1983



Anchorage Independent
Anderson County
Ashland Independent
Beechwood Independent
Berea Independent
Boone County
Bowling Green Independent
Boyd County
Boyle County
Calloway County
Campbell County
Carlisle County
Clark County
Corbin Independent
Crittenden County
Danville Independent
Daviess County
Dawson Springs
Elizabethtown Independent
Fayette County
Fort Thomas Independent
Franklin County
Glasgow Independent
Grant County
Greenville Independent
Hardin County
Harrison County
Henderson County
Hopkins County
Jefferson County
Jessamine County
Kenton County
Larue County
Lyon County
Marshall County
Mayfield Independent
McCracken County
Monticello Independent
Murray Independent
Oldham County
Paducah Independent
Paintsville Independent
Pikeville Independent
Raceland Independent
Russell Independent
Russellville Independent
Science Hill Independent
Somerset Independent
Taylor County
Warren County
Williamstown Independent
Woodford County
Fort Knox
Madison Model

DROPOUTS AND HOLDING POWER

Determining the exact number of dropouts is an imprecise exercise because no nationwide mechanism exists for making unduplicated counts of students who transfer between schools and school systems. To assess the scale of Kentucky's dropout problem, therefore, the Department uses two measures. An "annual statewide dropout rate" includes the numbers of students in grades 7-12 who drop out between the opening of school in the fall and its closing in the spring. This count does not include those who finish a school year but fail to return the next fall to complete the four-year course of study. It is also inflated by those who may, through repeated moves, drop out of more than one district during a school year. "Holding power", on the other hand, is a raw count obtained by dividing the number of graduates by the number of ninth graders who began school four years earlier. Migration into and out of the state affects both figures.

A review of both the annual dropout rate and holding power data illustrates the pervasiveness of the dropout problem. To try to resolve it, the Superintendent directed the Office of Research and Planning to develop an instrument to identify potential dropouts at the ninth grade level. Upon its completion, a dropout prevention project was designed. The Superintendent allocated $150,000 to fund it and appointed a Departmental task force to coordinate it. So far, 38 districts have joined and are operating dropout prevention programs.

Results have been very good. School attendance has increased, discipline problems have declined, and the academic achievement levels of participating students have improved. Among project students, dropout rates have fallen significantly, in some cases dramatically, in comparison to control groups. A grant from the Department of Manpower Services, Human Resources Cabinet for up to $413,000 in Jobs Training Partnership Act (P.L. 97-300) funds will enable further expansion of the program in 1983-84.

It is recommended that the dropout prevention project be expanded and made mandatory in every school district. While the dropout problem will never disappear altogether, the 4.54 statewide dropout rate in 1982-83 was the lowest in over 14 years. It involved only 13,542 students, suggesting that determined efforts in every district could yield dramatic results.

Ideas that have proven successful with potential dropouts should not be ignored in planning programs for the dutiful, the attentive, and the gifted. It is therefore recommended that a task force be formed to adapt those concepts for the gifted and talented and for all those who could improve their academic achievement levels significantly with relatively small amounts of tutoring.

Annual State Dropout Rate

Grades	1969-1970	1970-1971	1971-1972	1972-1973	1973-1974	1974-1975	1975-1976
7	1.00	0.94	0.83	0.90	0.75	0.63	0.61
8	2.21	1.91	1.77	1.87	1.77	1.61	1.65
9	6.02	5.00	5.31	5.72	5.86	5.28	10.08
10	8.23	8.06	8.03	8.65	9.08	10.33	7.78
11	8.31	7.80	8.39	9.11	9.10	11.35	7.54
12	5.61	5.21	5.62	6.39	6.71	8.92	5.67
Statewide	5.00	4.59	4.77	5.20	5.28	6.12	5.60

Grades	1976-1977	1977-1978	1978-1979	1979-1980	1980-1981	1981-1982	1982-1983
7	0.99	0.66	0.73	0.69	0.69	0.56	0.44
8	2.10	1.37	1.52	1.70	1.58	1.42	1.29
9	5.35	6.26	6.42	6.51	6.82	6 50	6.01
10	7.35	8.75	9.14	8.59	8.63	8.18	7.21
11	8.06	10.20	10.02	9.23	8.37	8.62	7.54
12	11.81	8.34	8.24	6.38	6.38	6.02	5.52
Statewide	5.76	5.67	5.86	5.49	5.40	5.15	4.54

Holding Power

Class of	1970	1971	1972	1973	1974	1975	1976
Public	68.3	69.2	70.2	70.0	68.5	68.4	67.0
Nonpublic	78.5	78.5	77.2	71.5	77.0	79.2	83.4
Statewide	69.2	70.0	70.7	70.0	69.0	69.3	68.0

Class of	1977	1978	1979	1980	1981	1982	1983
Public	66.6	66.5	66.0	63.0	64.1	65.0	65.2
Nonpublic	82.9	83.0	80.9	79.8	75.5	76.1	
Statewide	67.8	67.7	67.1	64.2	65.5	65.9	

LITERACY AND THE EDUCATION OF ADULT KENTUCKIANS

Literacy, education and the economic development of a given population are linked. As technology and electronics have become more potent forces in production, the link has become stronger and states have focused more directly on the quality of the education they provide and the extent to which their citizens take advantage of it. Kentucky is one of those states.

As a rural state with a pioneer heritage, many Kentuckians have felt that self-reliance rather than education was the key to economic well-being. For decades an eighth grade education was considered adequate and still qualifies a citizen to hold the elected office of district school board member. It was not until 1908 that state law provided for high schools in every Kentucky county. In the early 1920's, compulsory education to the age of 16 was required and that law remains in effect although the actual graduation age for most Kentuckians is 18 or older.

The 1980 census revealed that 53.1 percent of Kentucky's citizens aged 25 and over hold a high school diploma, up nearly 40 percent from 38.5 percent in 1970. In making the improvement, however, Kentucky slipped from 48th to 50th place among the states. Analysis of the census data by congressional district, moreover, revealed that Kentucky's 5th district ranked last among the 435 congressional districts with 37.7 percent of its constituents having graduated from high school. Significantly, the 5th district is 4th from the bottom in the per capita income of its citizens ($4,470) and has the 10th largest percentage of its population living in poverty (24.9%), thus illustrating poignantly and economically the link between education and prosperity.

In the general literacy of its population, i.e., the ability to read and write, Kentucky has progressed since 1900 but still lags the national average and three of its sister southern states. During this administration, eradicating the remaining 1.6 percent visage of illiteracy was made a priority.

Literacy of Population, 1900-1980 (Percent of Population Age 15 and Over)

	1900	1930	1960	1980
United States	88.7	95.2	97.6	98.8
SRCEI*	73.6	89.3	95.9	98.1
Alabama	64.9	86.0	95.8	97.9
Arkansas	78.7	92.4	96.4	98.1
Florida	76.6	92.3	97.4	98.7
Georgia	77.9	89.6	95.5	98.0
Kentucky	81.9	92.7	96.7	98.4
Louisiana	60.4	84.9	93.7	97.6
Mississippi	55.9	85.2	95.1	97.6
North Carolina	69.9	88.5	96.0	98.2
South Carolina	66.6	83.3	94.5	97.7
Tennessee	78.1	92.0	96.5	98.3
Virginia	75.7	90.3	96.6	98.6
West Virginia	87.4	94.5	97.3	98.6

SOURCE: Statistical Abstract of U.S. 1980, Table 241, and U.S. Census, " Current Population Reports," p.23, No.8.

*Southern Regional Data

The Department's Adult Basic Education Unit provided leadership, technical assistance and financial support to local school districts, colleges and universities, and other public or nonprofit groups that offered adult

education programs for people 16 years of age or older who are out of school and functioning at less than an eighth grade level. The curriculum emphasized the communications and computational skills necessary for reading, writing and arithmetic. In addition, the General Educational Development (GED) Program was designed to raise adults to an academic level which would enable them to pass the GED test and secure a high school equivalency certificate.

The program has grown rapidly in recent years. In 1979-80, the last year for which comparative statistics are available, Kentucky ranked 2nd in the nation with 27.3 percent of its total graduates receiving GED certificates. Kentucky's own GED statistics, figured on a calendar year basis, show that the GED program has more than doubled over the past decade. This increase not only reflects hard economic times but a growing public awareness of the link between education and employment opportunities.

Adult Basic Education

Category	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83
Adults Enrolled	22,792	25,419	26,965	27,800	27,516	22,754	23,023
Passed GED Tests	3,619	4,471	4,528	5,912	7,978	3,407	4,195
Became Employed	1,595	1,870	1,569	1,570	2,451	1,498	1,049
Removed from Public Assistance as a Result of Adult Education	403	575	411	1,007	723	350	102
Received U.S. Citizenship	18	46	47	108	27	7	11

GED Certificate Recipients as Percent of Public High School Completions

Graduating Class *1	High School Diplomas Issued	GED Certificates Issued *2,3	Total Receiving H.S. Diploma and GED Certificates	GED Certificates as a Percent of High School Completions
1973	40,956	5,285	46,241	11.4
1974	41,522	5,038	46,560	10.8
1975	42,975	8,500	51,475	16.5
1976	41,700	10,342	52,042	19.9
1977	41,558	8,685	50,243	17.3
1978	41,611	9,781	51,392	19.0
1979	41,402	12,188	53,590	22.7
1980	41,203	13,925	55,128	25.2
1981	42,234	14,117	56,351	25.0
1982	42,700	12,376	55,076	22.5
1983	40,478	11,423 *4	51,901 *4	22.0 *4

*1 Figured on a school year

*2 Figured on a calendar year

*3 Includes those who received GED Certificates after receiving Adult Basic Education Training

*4 GED as of October 17, 1983

Literacy projects modeled after the nationally acclaimed Adult Reading Program of Jefferson County Schools, which is designed for adults who read below the sixth grade level, have been funded in 20 local school districts. In addition, the Department cooperates with any group wanting to initiate a volunteer literacy program and is co-sponsoring the Kentucky

Literacy Coalition with the Department of Library and Archives for the purpose. As this report goes to press, a contract is being negotiated with the Department of Manpower Services that would provide $413,000 in Jobs Training Partnership Act (P.L. 97-300) funds to enable expansion of adult literacy programs.

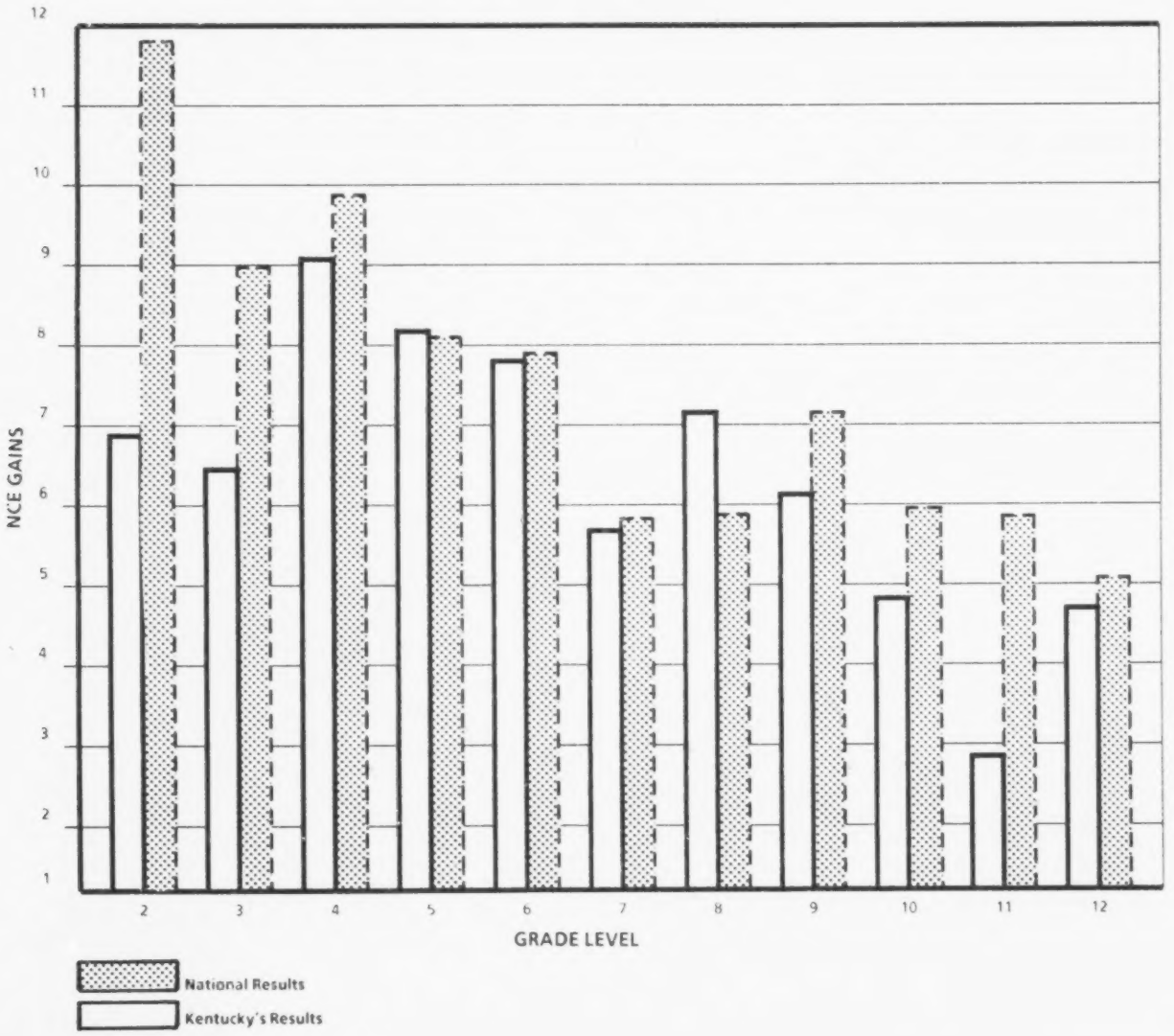
Finally, a major effort was undertaken in 1982-83 to advertise the availability of adult education services and to encourage adults in need of them to contact the Department. A toll-free line generated almost 1000 calls during the six-month period the effort was underway and it is anticipated that results will continue to accrue.

REMEDIATION

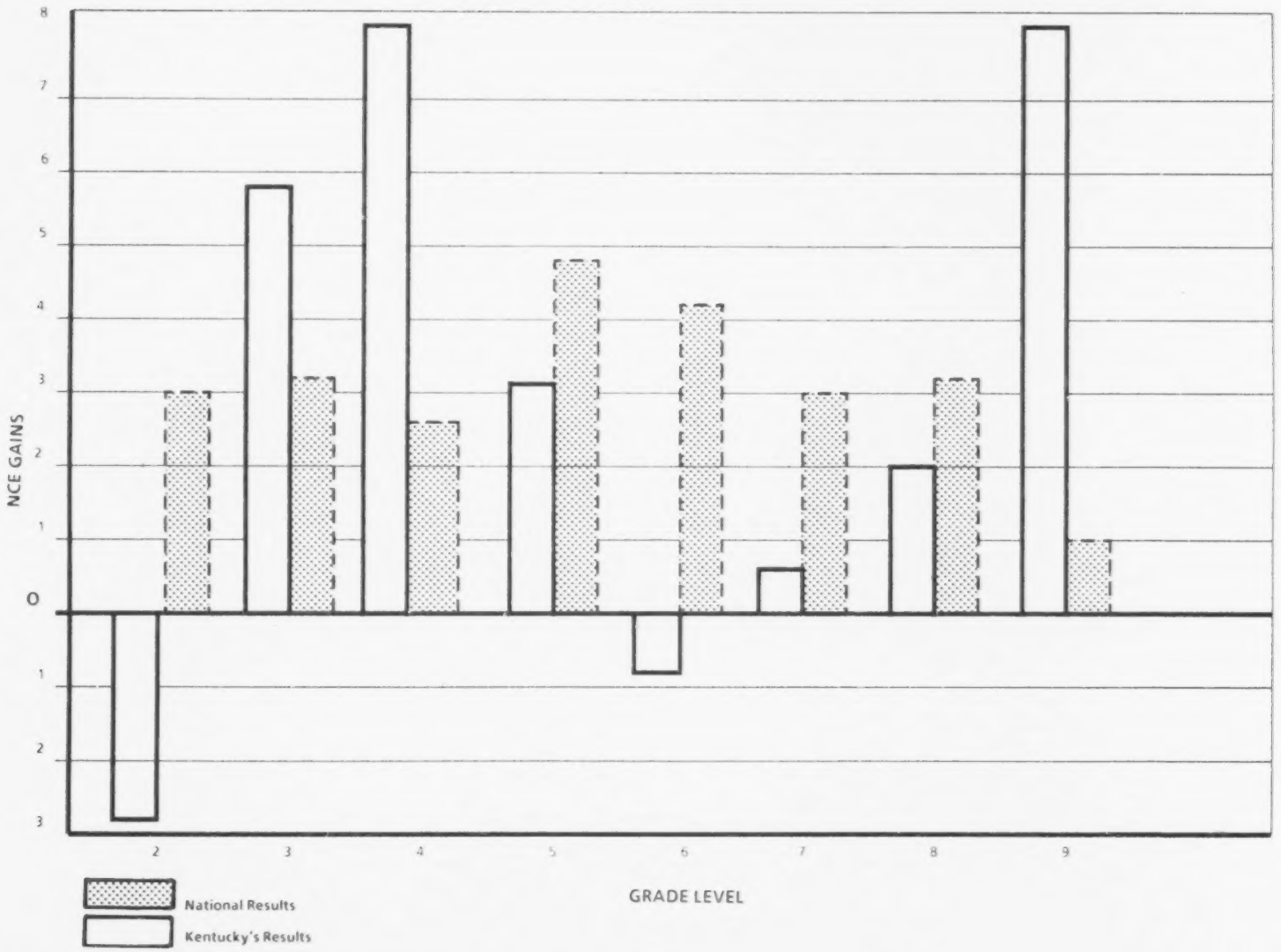
Chapter 1 of the Education Consolidation and Improvement Act (ECIA) provides funds for remedial instruction and supplementary services in the areas of reading and mathematics for a substantial number of educationally deprived children including the handicapped, the neglected and delinquent, and the migrants. For the 1979-81 biennium, the Department received $124,880,645 in Chapter 1 funds. For the 1981-83 biennium, the amount declined to $116,707,516. An average of 121,000 students were served in each of the four years. In 1982, 93,368 participated in reading programs and 27,775 in math programs.

Federal law requires that students' academic gains achieved through remedial instruction be tested from year to year and also from fall to spring and that test results be reported in normal curve equivalents, a statistical measure. As the following charts illustrate, results are mixed.

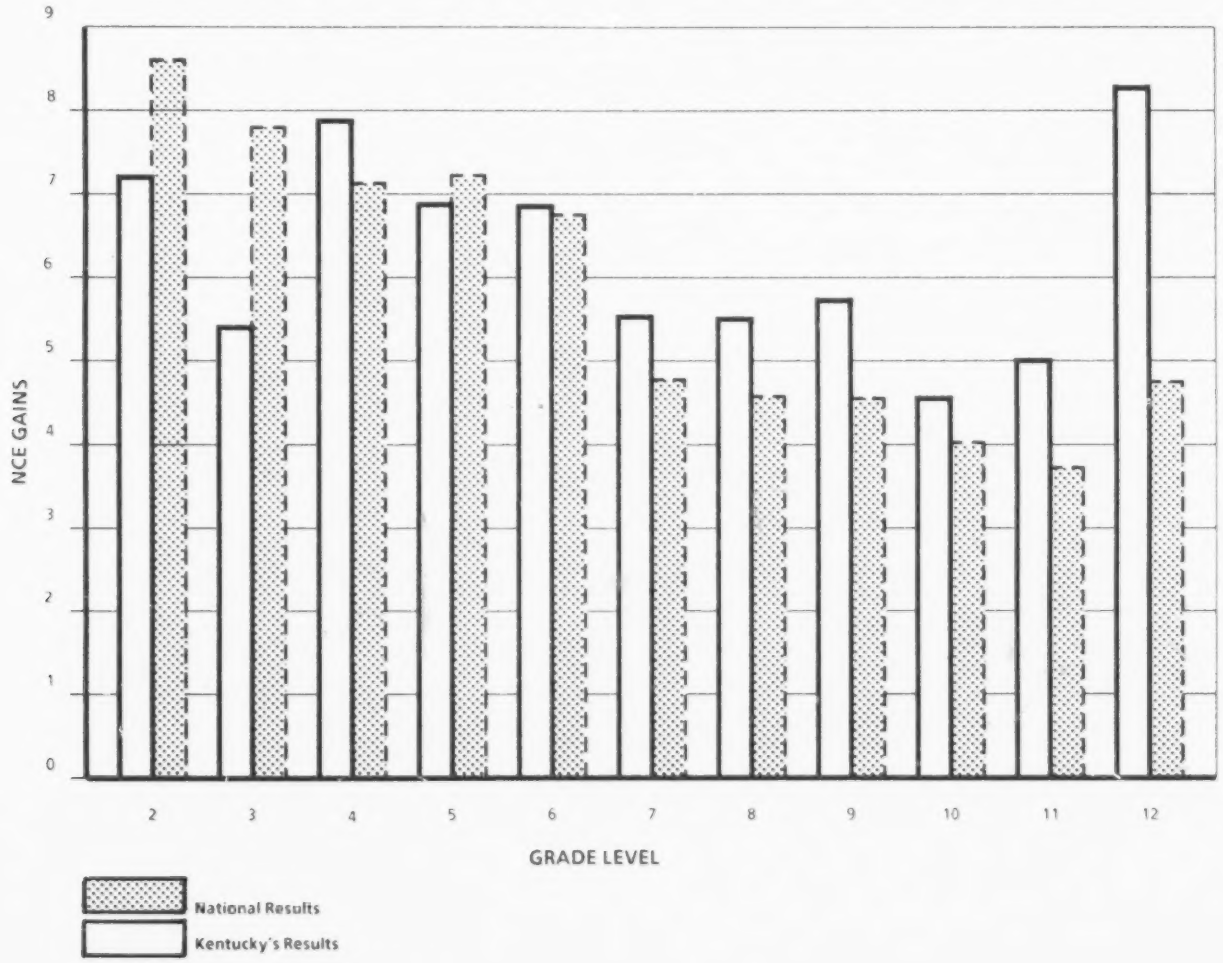
Chapter I - Math, Fall to Spring Results, NCE* Gains, 1982



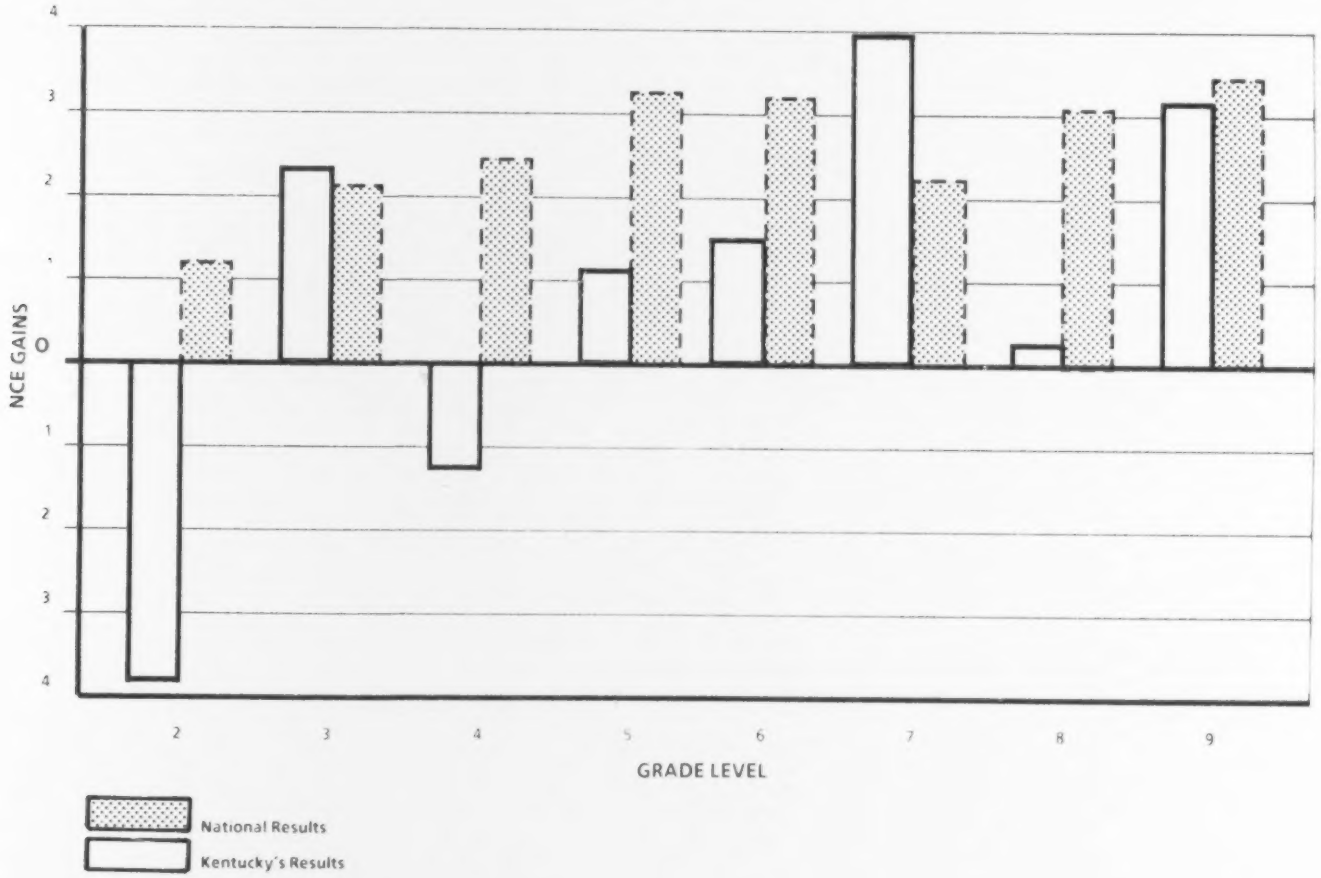
NCE - Normal Curve Equivalent



** NCE-Normal Curve Equivalent*



NCE - Normal Curve Equivalent



** NCE-Normal Curve Equivalent*

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IDENTIFYING POTENTIAL DROPOUTS: A Research Report, Kentucky Department of Education, January 1981, Frankfort, Kentucky

HOLDING POWER AND GRADUATES, Kentucky Department of Education, May 1982, Frankfort, Kentucky

COMPREHENSIVE TESTS OF BASIC SKILLS: STATEWIDE TESTING RESULTS, FORM U - GRADES 3, 5, 7 and 10, Kentucky Department of Education, Spring 1983, Frankfort, Kentucky

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CHAPTER 3
Initiatives, Goals and Objectives

At a special meeting of the state Board of Education in April 1982, the Superintendent targeted six goals for the improvement of Kentucky's schools which should be completed before January 1984 in the following areas:

- School Accreditation
- Assessment for Teacher Certification
- Establishment of Minimum Basic Skills
- State School Finance
- Vocational Education
- Extended Employment

The State Board endorsed the goals and four members of the board were named to the task force appointed to examine each subject. Later, a seventh task force to study the tenth grade "gap" in test scores was appointed. All seven task forces completed their work and made final recommendations for improvements.

In 1983, high school graduation requirements were stiffened and strong support from the Superintendent and the State Board was instrumental in the decision by the Council on Higher Education to raise college entrance requirements. Also during this two year period, the math-science scholarship loan program was implemented and a school effectiveness project was initiated in ten school districts. Teacher preparation requirements were stiffened and the pupil-teacher ratio was reduced in grades 1-3. Numerous other initiatives which were undertaken under the Superintendent's leadership are described in Chapter 4.

SCHOOL ACCREDITATION

By the time the State Board had adopted the six goals, significant progress had already been made in revamping Kentucky's antiquated system of school accreditation. A committee of citizens had set the standards while a committee of educators had developed the indicators that would be used to measure adherence to those standards. The plan that had been devised by these groups called for the evaluation of school districts as a whole rather than by individual school. Moreover, the procedure would shift the emphasis of the process from the number of courses offered and the quality of the physical facilities to the quality of the instructional programs being offered in those facilities on a district-wide basis. Under the plan, each district would conduct a self-study every five years. An on-site visit would then be made to the district by a team from the Department of Education. The team would report its findings publicly to the local board of education which would develop a plan to correct its deficiencies within a three-year period. Each district's plan of correction would subsequently be reviewed and approved or disapproved by the state Board of Education. Upon receipt of final approval, the plan would become a contract between the State Board and the local board. A violation of the contract would jeopardize receipt of Minimum Foundation Program funds.

The experimental plan was adopted by the State Board in May 1981 and piloted in 15 volunteer school districts in the 1981-82 school year. The plan was subsequently evaluated by the combined task force of citizens, educators, and State Board members and further refinements were made. In the 1982-83 school year, 33 school districts including Jefferson County were evaluated for accreditation. Fifty districts were scheduled for review in 1983-84, 46 in 1984-85, and the remaining 39 in 1985-86.

Results can already be discerned. Districts have developed educational plans, including skills continuums and "scope and sequence" documents, many of them for the first time. Requirements for the amount of time that should be spent on the task of learning each subject area have been standardized, for the first time. Local school board policies and procedures have been drafted for the first time in some districts as well as plans for the utilization of supervisory personnel and evaluation of classroom teachers. A team approach to curriculum development has been emerging in some districts and the significant problem of teachers teaching out of their fields of certification has been identified and addressed. The operation of the process in the public arena, with full reporting to local boards of education and discussion in the public press, moreover, has encouraged more parents and citizens to become actively involved in helping their local schools.

With the new accreditation system in full operation, it is possible to measure, precisely and consistently for the first time in Kentucky's history, what the schools are doing, what they need, and how they are using the resources available to them. Problems can be identified and quantified with exactness so that solutions can be developed with a precision heretofore not seen in Kentucky. In the final analysis, the new accreditation system is a management system by which and through which excellence can be demanded and provided for the young people of Kentucky.

TEACHER TESTING, INTERNSHIP AND CERTIFICATION

In 1981 the Council on Teacher Education and Certification recommended to the Superintendent that a teacher testing and internship program be developed for the Commonwealth of Kentucky. The Superintendent and the State Board included the matter as one of the six goals for the improvement of Kentucky's schools and appointed two committees of educators, administrators and teachers to study the testing instruments available and to develop the guidelines for an internship program. As a result of their work, the Superintendent recommended to the State Board in February, 1983 a plan "Concerning the Performance Assessment of Candidates for New Teacher Certification in Kentucky".

As defined in the plan, which the State Board of Education adopted, the purpose of the assessment program would be to:

- Assure the public that only those candidates who have demonstrated an acceptable level of performance are certified to teach;
- Advance the professional status of teaching;
- Assure a high probability of success of the teachers who become certified; and
- Assist teacher education institutions in monitoring the performance of their graduates and subsequently to improve their teacher education programs.

The knowledge test would be a pencil/paper instrument to be selected by the state Board of Education. It would be administered to each candidate for teacher certification after completion of an approved teacher education program in a four-year accredited institution but prior to the issuance of a one-year temporary teaching certificate. The test would measure communication skills, general knowledge, professional education concepts, and the applicant's knowledge of the field in which he would be teaching. The test would also be used to certify teachers transferring into Kentucky with less than two years' service. The test would also be validated to ensure that it would measure what is being taught in Kentucky's teacher education programs.

The one-year internship would be performed under guidelines to be set by the State Board while the teacher is on full-time employment. Successful completion of the internship would be determined by a committee composed of a resource teacher, the school principal and the teacher educator from a state-approved training institution which observed and worked with the teacher during the year. In case of failure, the internship could be repeated one time, the written test as often as necessary. Upon successful completion of the test and the internship, the plan calls for the new teacher to receive full certification.

The plan was reviewed and endorsed by the Kentucky Education Association, the Kentucky School Boards Association, and the Kentucky Association of School Administrators before being adopted by the state Board of Education. Legislation to implement the plan was prepared by the Department for the consideration of the General Assembly in January 1984.

MINIMUM BASIC SKILLS

A "skills continuum" is considered by educators to be one of the foundation stones of a sound academic program. Kentucky's *Revised Accreditation Standards* require each school district to have such a "skills continuum," but even with the requirement, a wide variation existed across the state and would continue unless the state set minimum expectations.

The establishment of minimum curriculum standards and target levels of achievement in the basic skills for elementary and secondary students was thus made part of the Superintendent's six-point plan for the improvement of Kentucky's schools. The five skills areas were those identified in the Educational Improvement Act of 1978 (KRS 158.650), that is, reading, writing, spelling, reference skills, and mathematics. In April 1982, the Superintendent and the State Board appointed a Basic Skills Steering Committee and charged it with responsibility for developing those minimum curriculum standards and target levels of achievement.

The work consumed fifteen months and ultimately included over 100 educators, parents and citizens on five skills subcommittees. The skills lists developed by the subcommittees were field-tested in 15 volunteer school districts, refined, and recommended to the State Board in September 1983.

The following month, the State Board adopted *Minimum Basic Skills for Kentucky Schools* and included them in Standard IV of the *Revised Standards for Accreditation* which schools must meet in order to receive Minimum Foundation funds. The policy became effective that day. The distribution of materials and the training of school personnel in their use is underway.

STATE SCHOOL FINANCE

A 23-member commission was appointed to review past studies and to propose new initiatives to improve the financing of Kentucky's educational system. The commission's work began in April 1982 and concluded in July 1983 with the presentation of a report entitled *Equitable Financing of Public Schools*.

The report concluded that Kentucky is not in an economic position to compete with most other states in providing a comprehensive educational program. Kentucky's tax effort to support the public schools is not only below that of the nation but below that of the bordering states as well. Kentucky does not fully utilize its property tax to fund its local schools and ranks 49th among the 50 states in the per capita yield from the property tax. The 1965 Rollback Law and additional revenue restrictions imposed in 1979 have further hampered school districts in raising local funds.

Wide fiscal inequality exists among school districts and persists in spite of large infusions of new money into the system over the last decade, a disparity which has had a direct effect on the caliber of educational programs.

The commission made numerous recommendations that if carried out, would equalize fiscal resources among all the districts so that the quality of a child's education would no longer depend upon the district in which he lived. Additional funding to bring teachers' salaries and fiscal resources of the schools to the average of the seven surrounding states was recommended. To finance these recommendations, the commission specifically pinpointed certain taxes such as the selective sales taxes, license taxes, and property taxes which could be raised and recommended the levy of a tax on unmined minerals. It also suggested that the Legislative Research Commission be asked to study the impact on revenues of certain tax exemptions now permitted for industrial revenue bonds and nonprofit groups.

VOCATIONAL EDUCATION

In April 1982 the Superintendent and the State Board appointed a 19-member task force and charged it with responsibility for recommending the direction that vocational education should take in the future, especially in the area of program priorities in the next biennium. Since the availability of an educated and trained work force is a primary consideration when business and industry choose new locations, the group was also urged to advance recommendations it considered necessary in any other areas pertinent to vocational education.

The task force concentrated on post-secondary vocational education. Rather than doing a massive paper study, it went to the field and talked to the people from business and industry who employ the graduates, the teachers and principals who train them, and the students who receive the education. The group also visited all of Kentucky's vocational-technical schools and journeyed to Wisconsin, Minnesota and North Carolina to study the vocational systems in those states.

The task force found much that is right with Kentucky's vocational system. It also found inflexibility, diffusion of authority, a failure to respond to the needs of business and industry or to maintain programs in the forefront of today's technology, a reluctance to revamp outdated programs and to reallocate existing resources to meet new needs, and a failure to provide a vocational graduate with the basic academic skills needed to be a productive and well-disciplined employee.

To correct these shortcomings, the task force felt that a major restructuring of the governance of the post-secondary vocational education system was necessary. It recommended that in planning its programs and service , vocational education should give first priority to the economic development efforts of the communities it serves. Other recommendations included the provision of academic instruction related to occupational skills for all post-secondary students, new training programs in key high demand areas such as health and health technology, and the convening of an expert panel in cooperation with the University of Kentucky Community Colleges to define the relative roles of the two delivery systems.

EXTENDED EMPLOYMENT

The allocation of extended employment days, that is, those days worked by certified school personnel during the summer when school is not in session, had long been a difficult problem. To resolve it, the Superintendent and the State Board appointed a task force and charged it with providing greater equity, accountability and increased local control of the extended employment allocation.

The task force established six categories of extended employment and set the days needed by personnel in each group. They were: central administration, central-based supervisors, school administrators, librarians, guidance counselors and vocational teachers.

Equity was provided through the development of a formula that would allocate extended employment days on the basis of a district's Minimum Foundation Program units. Accountability was obtained by requiring the Department to approve the individual work plans of the employees receiving the extended employment. Local control was established by permitting days assigned to one category to "trickle down" from central administration and central-based supervisors while limiting the possibility for a reverse flow into central-based personnel from lower categories. In operation, this mechanism thus would tend to concentrate extended employment days not in administration but in the ranks of school-based personnel where they could be used to improve instruction for students.

TENTH GRADE GAP

When the 1982 test score results showed a serious shortfall of academic achievement among Kentucky's tenth graders, the Superintendent appointed a fifteen-member task force to ascertain the causes. After an in-depth study, the task force concluded that the problem is a national phenomenon that began in the mid-1960's. It is most pronounced beyond the fifth grade and grows progressively more serious in the higher grades. In Kentucky the problem exists in two-thirds of the school districts. In 116 of the 174 districts studied, between 23.1 and 49.9 percent of the tenth graders were scoring in the lowest 23 percent of the nationally normed test group. In 10 of those districts, more than one-half of the tenth graders scored in the lowest 23 percent.

The causes are both general and specific. They include the fact that more students are staying in school and are taking the test, a softening in the secondary school curriculum and insufficient emphasis on basic skills at the high school level. A major finding of the study was that while the amount of money spent on instruction affects test scores, the *source* of that money is an even more important influence. The higher the percentage of school funds obtained from *local* sources, the higher the test scores of the students in that district. The lower the percentage of funding from local sources, the more students that district will have in the bottom 23 percent of the class. In other words, the task force found that the more people pay in local taxes to their schools, the harder they seem to work to obtain academic results.

The task force recommended the establishment of minimum basic skills for each grade level and a requirement for mastery of those skills for promotion to the ninth grade. It also called for six class periods in high school daily without the inclusion of study halls, annual achievement tests in every grade, and additional funding for implementation of the Education Improvement Act. It recommended that an emphasis on academic excellence should be established and maintained in all of Kentucky's schools and ways to reward highly effective teachers and administrators should be found. Finally, the group recommended that no other courses or programs be mandated by law that would reduce the amount of time available for instruction in basic skills.

MATH-SCIENCE SCHOLARSHIP LOAN PROGRAM

Over the last decade, the numbers of math and science teachers graduating from Kentucky's 23 institutions for teacher education fell from a high of 141 science and 152 math teachers in 1973-74 to a low of 49 math and 58 science teachers in 1981-82. This decline, when coupled with teachers leaving the field for retirement or alternative careers, has created a serious shortage of math and science teachers in Kentucky's classrooms. The shortage is particularly severe in the middle schools where as many as 39 percent of the teachers in some districts and in some subjects are teaching out of their specific fields of certification.

Percent of Classes Taught by Teachers Out of Field

	Total Classes	Classes Out of Field	Percent Out of Field
Social Studies--Grades 7-8	814	168	20.6%
Social Studies—High School	5,319	687	12.9%
Language Arts—Grades 7-8	1,165	119	10.2%
Language Arts—High School	8,130	344	4.2%
Science—Grades 7-8	811	315	38.8%
Science—High School	5,074	869	17.1%
Mathematics—Grades 7-8	845	175	20.7%
Mathematics—High School	5,478	290	5.3%

To try to rectify the shortage, the Superintendent in 1982 asked the legislature to fund a scholarship loan program to train teachers in these fields. With the support of the Governor, the General Assembly appropriated $610,000 for the purpose—$200,000 the first year and $410,000 the second year of the biennium. Loans totalling $2,500 could be made to qualified applicants for up to three years. A year of the loan would be forgiven for each year the receipient taught math or science in a Kentucky school.

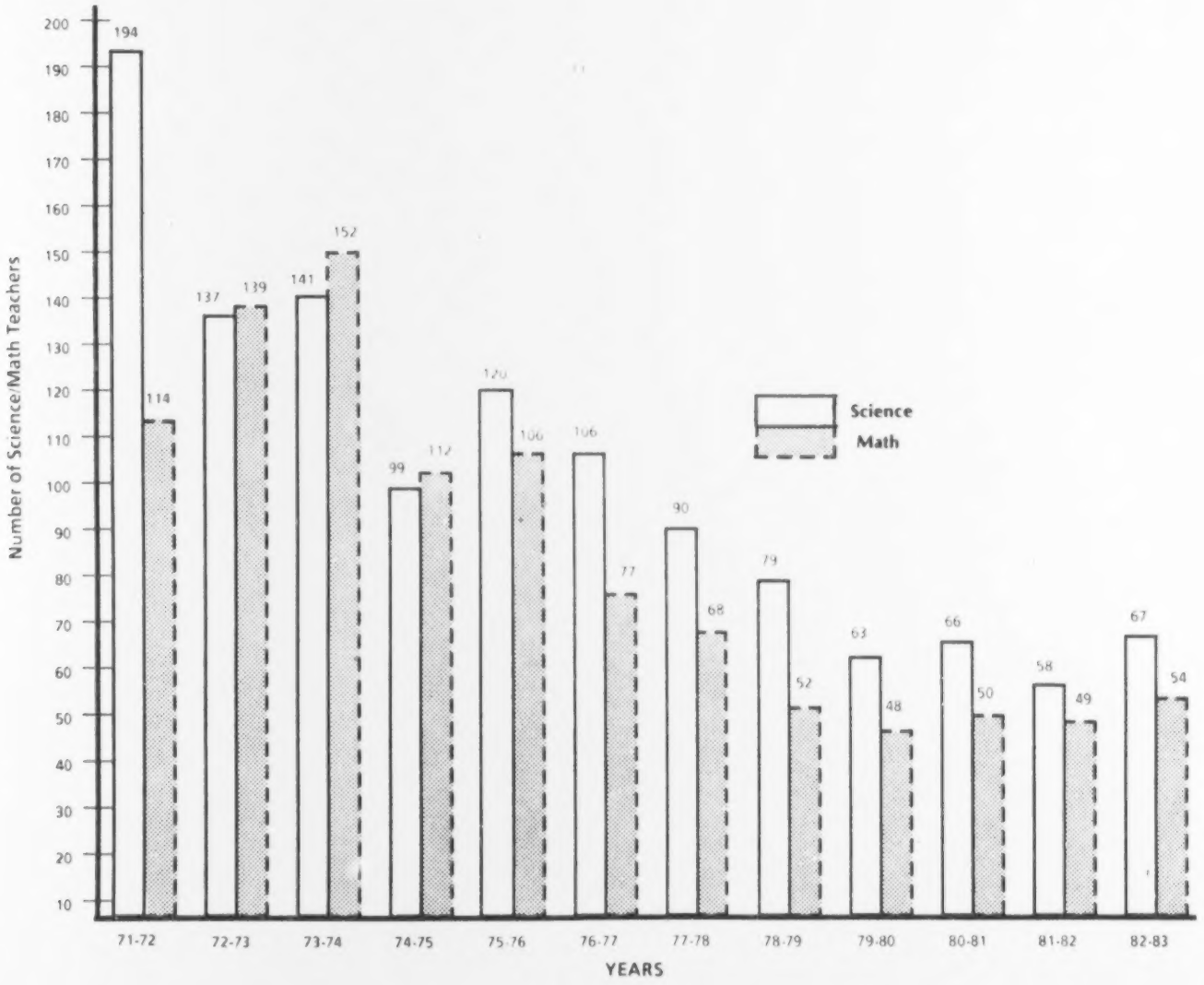
Since Kentucky was the first state in the Union to try to resolve its shortage of math and science teachers in this manner, Kentucky's program has received nationwide attention. It served as the model for federal legislation proposed by Kentucky's Congressman Carl D. Perkins and the Superintendent was twice called to Washington to testify on the provisions of Kentucky's program and to make recommendations for ending the shortage nationwide.

From the beginning, there have been more applications for the scholarships than funds to provide them. However, due largely to the tenure system, success in placing new math and science teachers in the classroom has been limited. In September 1983, the State Board amended the accreditation provisions to require that within three years of its accreditation review, a school district must have all teachers teaching within their fields of certification. Since an approved accreditation status is necessary for a district to receive Minimum Foundation funds, this measure should speed employment of loan recipients. The shortage, however, will continue to exist for the foreseeable future. For that reason, funding of the scholarship loan program for another biennium is recommended.

Math-Science Scholarship Loans

	1982-83 School Year	Summer 1983	1983-84 School Year
Qualified Applicants	158	41	180
Applicants in Pool			43
Loans Granted	95	31	69
Loans Renewed			45
Loans to Pool Applicants			23
Total Loans	95	31	137
SUBJECT MAJORS OF LOAN RECIPIENTS			
Math	55	11	89
Biology	24	5	26
Chemistry	7	4	10
Physics	3	3	4
Earth Science	3	6	2
Science Area	3	6	4
Geology			2
Total	95	31	137
WHEREABOUTS OF LOAN RECIPIENTS			
New Students			92
Loans renewed—still in school			45
Paid back loan in teaching			2
Paid default loans in money			11
Teaching			27
Seeking jobs			11
Changed major			3
Did not renew loan—still in school			8
Moved out of state			2
Teachers still incomplete in summerprogram			11
Dropped out of program			2
No contact			4
Total students receiving loans from fall 1982 through November 1983			218

Number of Graduates Completing Preparation for a Teaching Certificate with a Bachelor's Degree, Major or Minor, in Science or Math, 1971-83



SCHOOL EFFECTIVENESS

In December 1982 the Superintendent invited 25 districts which were experiencing lagging test scores and stagnant economies to participate in a school effectiveness project. Seventeen of the districts volunteered. The following 10 were selected: Covington, Providence and Richmond Independent districts and Jackson, Lawrence, Letcher, Magoffin, Martin, Menifee, and Whitley County districts.

In the 1983-84 school year, eleven more districts joined the project. They were Breathitt, Casey, Clinton, Floyd, Harlan, Knott, Leslie, McCreary, Rockcastle and Spencer Counties and Pineville Independent. The counties are concentrated in the 5th Congressional district, an area which has the lowest percent of high school graduates in the United States.

The project is based on the simple premise that a positive climate in the schools will cause an improvement in learning. The first phase is an in-depth analysis of the school district and the drafting of a plan for improving each district's effectiveness. It focuses on four broad areas: instructional plans, the time actually spent on the task of learning, the atmosphere for learning set by the leadership in each district, and the system for rewarding academic achievement by individual students. During Phase I, which can take from four to six weeks, Department and district officials work together to develop an improvement plan "tailor-made" to the district. During Phase II, which can last for a year or longer, the Department provides technical assistance and up to $20,000 to help each district implement its plan objectives. Each district's dedication to carrying out the plan will determine the success or failure of the project in its schools.

While the results of the school effectiveness projects will not begin to show in students' test scores until the spring 1984 testing cycle, initial observations reveal a significant and positive change in attitudes in all ten of the districts participating the first year. Instructional processes have improved measurably with the preparation, for the first time, of curriculum guides and scope and sequence documents. An Executive Management Training Course for school administrators of the 10 districts was held in Lexington in June 1983 with positive results. Applications for participation in the 1983-84 project exceeded the eleven which could be funded, and many other districts are requesting special in-service training sessions on the principles of school effectiveness.

Based on experience to date as well as conversations with school superintendents, it is believed that every district could benefit from the school effectiveness project. It is therefore recommended that consideration be given to funding the staff necessary for the Department of Education to conduct a school effectiveness project in every district in Kentucky in the next three years. While the first 10 districts to participate received up to $20,000—which came from federal sources—to implement their plans, it is believed that a lesser amount prorated according to average daily attendance would be adequate for a statewide school effectiveness program. Experience has already demonstrated that districts generally have funds for staff development, and that basically, organizing resources, establishing priorities and changing attitudes accomplish the most results. It should also be noted that many educators believe that simply increasing the amount of time spent "on task" will have significant impact on the amount of instruction that can be given by teachers and absorbed by pupils in a certain period. For that reason alone, a statewide school effectiveness program would be worthwhile.

HIGH SCHOOL GRADUATION REQUIREMENTS

In February 1983, the Superintendent presented a four-point package to stiffen high school graduation requirements. The State Board of Education adopted the recommendation in March 1983 and the Legislative Research Commission gave final approval to the new regulation in August. The new requirements, which affected students who were ninth graders in 1983-84, are:

- The number of credits required for high school graduation was increased from 18 to 20 by the addition of a fourth year of English and a third year of mathematics. Credits now required include 4 English, 3 math, 2 science, 2 social studies (one of which must be U.S. History), ½ health, ½ physical education, plus 8 electives;
- Students must take one each of their English, math, and science requirements before the end of the 10th grade;
- A six-hour instructional day exclusive of lunch and recess periods was imposed;
- Citizenship was shifted from grades 7-10 to grades 6-8. While the change will be made in accordance with textbook adoption schedules, beginning with the 1987-88 school year, it must be taught in grades 6-8. Until then, it may be taught in grades 6-10.

COLLEGE ENTRANCE REQUIREMENTS

In January 1985 the Council on Higher Education, with the support of the Superintendent of Public Instruction and the state Board of Education, raised pre-college curriculum requirements for unconditional admission to Kentucky's eight public universities. The new requirements include 4 units of English, specifically English I, II, III and IV; 3 units of math, specifically Algebra I or II and Geometry and one additional math elective; 2 units of science, specifically either Biology I or Chemistry I or Physics I and one additional science elective; 2 units of social studies, specifically World Civilization and U.S. History. College-bound students are encouraged to take as electives additional courses in math, science, foreign languages, arts and computer literacy.

TEACHER PREPARATION AND CERTIFICATION

The Superintendent and the State Board in 1981 acted to strengthen the professional component for the preparation of high school teachers in Kentucky. The following additional requirements were imposed:

- Total semester hours required were increased from 19 to 25;
- Student teaching was increased from 8 to 12 weeks;
- A minimum of 150 clock hours of clinical and field experience prior to student teaching was established;
- Professional preparation was shifted to a competency basis and 72 competencies were adopted.

The following year selection requirements for admission of prospective new teachers to colleges of education were strengthened:

- A minimum competency in basic literacy (reading, writing, computational skills, oral and written communication) was required for admission to teacher education;
- A professional judgment model was established to guide admission decisions;
- The grade point average required for admission to student teaching was increased from 2.25 to 2.5.

The Kentucky Teacher Preparation and Certification Handbook: 1983 Edition was published by the Department to incorporate all revisions in teacher certification and preparation that were made during the year.

REDUCED CLASS SIZE

The 1982 General Assembly passed H.B. 295 which reduced the pupil-teacher ratio from 27 to 1 to 25 to 1 in grades 1-3. This reduction, which has been enforced, increases the learning opportunities for the individual child at the time most critical in a child's formative school years.

References:

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VOCATIONAL EDUCATION: PROGRAM PRIORITIES, A Task Force Report to the Superintendent of Public Instruction, Kentucky Department of Education, June 1983, Frankfort, Kentucky.

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MINIMUM BASIC SKILLS FOR KENTUCKY SCHOOLS, Kentucky Department of Education, Frankfort, Kentucky, September 1981.

CHAPTER 4
Programs and Improvements

While the effort to implement the foundation for an improved educational system was underway on the policy and planning levels, the offices and bureaus continued the work of the Department on the operational levels.

Their duties require extensive interaction between the bureau or office and the local districts. Technical assistance, in-service training of teachers and administrators, exchanges of information, and the development and delivery of curricula and informational materials occurred daily and records concerning this service are available in the Department. The Superintendent has made special efforts to strengthen ties between field and central office and to extend them into districts which heretofore had received relatively little departmental attention.

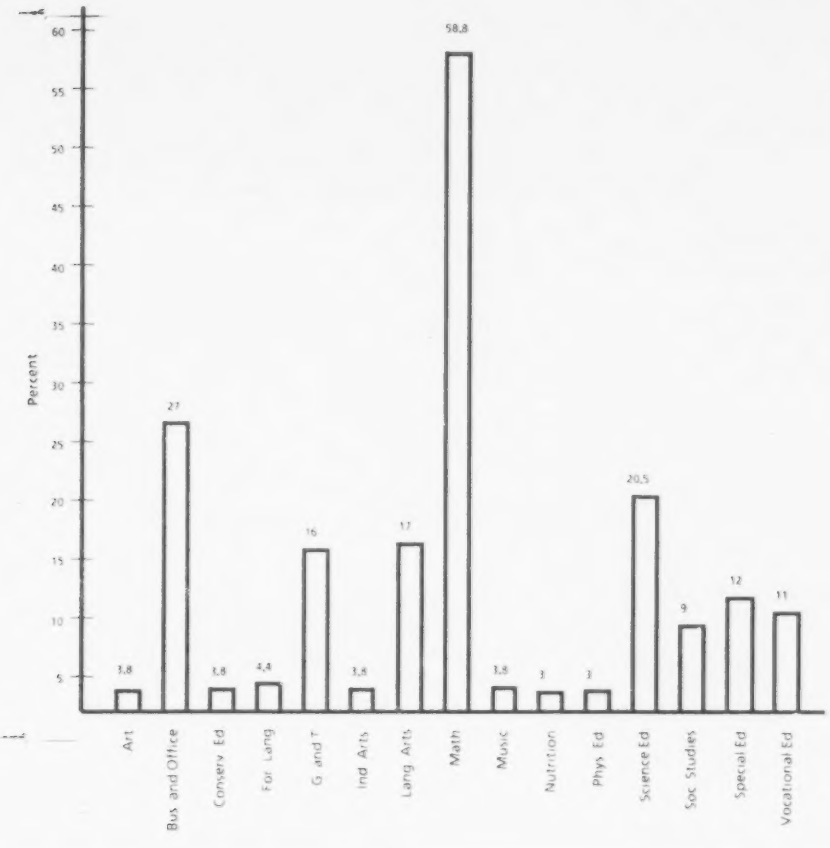
INSTRUCTION

The Bureau of Instruction is charged with the responsibility for:

- Accrediting elementary, middle and high schools;
- Furnishing technical assistance for curriculum improvement;
- Coordinating staff development;
- Furnishing leadership in curriculum development, guidance program development and resolving special instructional needs;
- Certifying teachers within the Commonwealth and
- Accrediting teacher education institutions.

Computers in the Classroom—Computers in instruction became a subject of vital importance during this biennium. The number of microcomputers in Kentucky schools jumped from 455 in 1981-82 to 1750 in 1982-83 to an estimated 3,765 in 1983-84 and they are being used in many subjects. To try to assist districts in the task of selecting computer equipment and software instructional materials most suited to their needs, the Department purchased and disseminated to all districts hardware and software reviews from the Educational Program Information Exchange (EPIE) and MicroSIFT. In this, the Department received cooperation from Kentucky Educational Television which established a task force to determine KET's role regarding microcomputers and technology in the classroom. In addition, the Department planned a statewide conference to address the issue of technology in the classroom. It was so oversubscribed that four conferences were subsequently scheduled and attended by 800 people in the spring of 1983. During the summer of 1983, the Department provided tuition scholarships to one resource person per school district to attend graduate courses on the use of microcomputers in the classroom. All available scholarships were utilized at a total cost of $25,000.

Percent of School Districts with Computers for Instructional Use, November 1, 1983



Art and Music—During the biennium, significant gains in music education were made with the establishment of new accreditation standards for music education, the development of a new course of study for junior high general music, and the dissemination of a "Music Skills Continuum K-12" which lists the essential skills a musically-educated person should attain in each grade.

Kindergarten—About 75 percent of Kentucky's eligible five-year olds attended public kindergarten programs during the 1982-83 school year while an additional 20 percent went to private kindergartens or to Head Start programs. Kentucky funded 782 kindergarten units on a ratio of 50-to-1. Nearly 75 percent of the districts chose a half-day program. The others selected alternate day or alternate semester schedules.

Gifted and Talented—During the four-year period of this administration, state funds for gifted education increased from $3,177,600 for 1980-82 to $7,218,000 for 1982-84. The number of districts operating programs to benefit the gifted and talented increased from 50 in 1980-81 to 65 in 1981-82. In 1982-83, planning grants were given to 115 other school districts so that in 1983-84 a total of 169 districts could offer programs for 25,000 gifted and talented students. To further strengthen the effort, a requirement for gifted education programming was incorporated into the standards for accreditation. The programs are supplemented by statewide participation in Olympics of the Mind, the Advanced Placement Program, the Great Books Program, and Duke University's Talent Identification Program.

Economically Disadvantaged—A $423,800 contract awarded by the Department for Human Resources, Bureau for Manpower Services enabled the Department of Education to expand services on behalf of economically disadvantaged youth. Eighty-five percent of the funds was disseminated to 20 local school districts in the form of $14,000 grants to operate CETA in-school youth programs. The remaining 15 percent provided resource materials and training for more than 80 local school districts. When CETA was terminated, the activity continued under the auspices of the Job Training and Partnership Act Program and a grant of up to $500,000 for the 1983-84 school year.

REHABILITATION

The Bureau of Rehabilitation Services provides vocational rehabilitation services to eligible individuals who were vocationally handicapped in order to enable them to gain or maintain employment.

The individuals who were eligible for services were those who had a substantial handicap to employment resulting from limitations imposed by a physical or mental disability, and those for whom reasonable expectation existed that vocational rehabilitation services, including guidance and counseling, would be of benefit in terms of employment. The delivery of services was accomplished through the agency's counselors strategically located in 50 offices throughout Kentucky and at the Eastern Kentucky Comprehensive Rehabilitation Center at Thelma, one of only eight such comprehensive centers in the nation.

Despite severe staff reductions and a depressed labor market, the agency reversed its downward spiral with regard to the numbers of individuals served and increased the number of persons with severe disabilities who were rehabilitated.

Bureau of Rehabilitation Services 1981-83

	FY 1982	FY 1983
TOTAL NUMBER OF CLIENTS SERVED		
Number of Severely Disabled	11,601	12,982
Number of Non-Severely Disabled	13,366	16,329
Total Number Served	24,967	29,311
Average Cost Per Case	$ 762	$ 711
EASTERN KENTUCKY COMPREHENSIVE REHABILITATION CENTER NUMBER OF CLIENTS SERVED		
Number of Severely Disabled	583	794
Number of Non-Severely Disabled	65	88
Total Number Served	648	882
Average Cost Per Case	$ 4,052	$ 3,145
TOTAL NUMBER OF CLIENTS REHABILITATED		
Number of Severely Disabled	1,964	2,379
Number of Non-Severely Disabled	1,685	1,716
Total Number Rehabilitated	3,649	4,095
Average Cost Per Case	$ 5,217	$ 5,086
EARNINGS OF CLIENTS REHABILITATED DURING THE BIENNIUM FY 1981 - FY 1983		
Total Annual Earnings at Referral		$ 9,309,104
Total Annual Earning at Closure		$ 47,795,280
ESTIMATED RETURN ON INVESTMENT FOR THE VOCATIONAL REHABILITATION PROGRAM		19.95%

The termination of the SSI/SSDI (Supplemental Security Income/Social Security Disability Insurance) program resulted in a loss of $1.4 million federal dollars to the bureau. Since it was clear that funds would not be available to serve all eligible clients, an Order of Selection was implemented on April 12, 1983 to ensure priority of services to clients with severely handicapping conditions.

The Eastern Kentucky Comprehensive Rehabilitation Center moved toward more short-term rehabilitation programs with emphasis on evaluation, adjustment and pre-vocational services and away from long-term programs with major emphasis on vocational training.

During the first year of the biennium, the computerized client services information system was improved and significant cost savings were achieved by combining case management documents and reports. Other systems were computerized and a process to conduct client/cost benefit studies and to report accumulated case service costs since 1981 was developed. It is estimated that these revisions achieved savings in staff time, paper handling and data entry costs of approximately 25 percent.

During the second year of the biennium, greater emphasis was directed toward the issue of public awareness. A Unit of Public Awareness was established with primary responsibility for the formulation and administration of a statewide comprehensive, educational, and informational program designed to acquaint the public and the business community with the needs and abilities of persons with handicaps.

New program structures, including a 12-week Vocational Assessment Program and a 12-week Physical Restoration Program were designed, implemented and served 175 persons at EKCRC during fiscal 1983. A new Therapeutic Recreation Program, a neuropsychological testing program, and a specialty evaluation program were also implemented at EKCRC during fiscal 1983 with 73 persons receiving the two services.

Three vocational training areas at EKCRC were closed during the biennium and enrollment increased in all other training areas.

Construction of the Speech and Hearing Complex and the water and sewage treatment plant at EKCRC was completed during the biennium. Several maintenance projects including modernization of the elevator system were also carried out.

The bureau's program planning unit was involved in new state programming for the federal Job Training Partnership Act (JTPA) and a cooperative agreement was developed and implemented with the Department of Manpower Services.

A computerized Profile Analysis Technique (PAT) System which quantitatively evaluates monthly counselors/districts on 15 management variables was developed and installed in fiscal 1983. Studies were completed and rankings were produced on the accepted/rehabilitated rates of counselors/districts and identified ratios of accepted cases to successful closures. Studies of the costs and rehabilitation rates by disability and the costs of unsuccessful closures prior to acceptance for services were also conducted.

In maxi-vans outfitted for non-emergency transportation, the Client Transportation Unit transported 664 agency clients who were too severely disabled for other methods of travel on 224 trips over 126,523 miles. This service was most frequently used to transport clients to and from their homes and the EKCRC in Thelma.

EXCEPTIONAL CHILDREN

The purpose of the Bureau of Education for Exceptional Children is to assure that all exceptional children defined by KRS 157.200 and all handicapped children defined by P. L. 94-142 are provided full educational opportunities in programs meeting standards approved by the Kentucky State Board of Education. The functions of the Bureau are directed toward the administration, supervision and evaluation of special education programs provided through local school districts and state operated facilities.

Pupils with mild to severe levels of the following categories of exceptionality are served in educational programs: physically impaired, hearing impaired, visually impaired, mentally retarded, emotionally disordered, other health impaired and learning disabled.

Education for exceptional children is funded through the minimum foundation program allotment of classroom units. During the past four years, units providing direct services to the handicapped increased by 10.8 percent to over 4,100 classrooms in 178 local school districts. In addition, many units were allotted to serve multi-district needs for children with low-incidence handicapping conditions. Through the Department's Child Find effort, the number of handicapped children identified and served grew from 67,039 to 73,168 children over the four-year period. The additional federal funds which were generated as a result were granted to local districts to meet the excess costs associated with educating handicapped children.

Growth of Classroom Units for Exceptional Children

Type of Unit	1955-56	1965-66	1975-76	1977-78	1979-80	1981-82	1982-83
Home Instruction	29.3	79.0	138.7	176.7	168.9	177.8	
Hospital Instruction	8.5	2.5	4.0	8.0	8.0	2.0	
Home/Hospital Instruction		15.0	37.3	53.6	76.4	76.8	249.5[3]
Physically Handicapped	12.0	9.0	18.9	19.8	18.5	18.8	18.0
Learning Disabilities		4.5	440.5	712.6	1018.8	1178.2	1089.6
Visually Handicapped	10.0	7.0	9.5	14.2	23.1	26.0	28.0
Speech Handicapped	9.5	54.5	319.9	406.1	467.9	502.6	517.1
HEARING IMPAIRED							
Hard of Hearing	2.0	6.0	44.1[1]	56.0	66.1	68.3	71.9
Deaf	5.5	6.0					
MENTALLY HANDICAPPED							
Educable	22.5	272.2	1172.1	1295.5	1263.7	1238.3	1098.3
Trainable		42/1	254/4	309.3	338.7	362.9	354.6
Emotionally Disturbed			94.7	184.9	210.7	213.1	190.1
Multiple Handicapped				30.5[1]	85.7	91.1	103.8
Learning & Behavior Disorders						140.3[1]	416.9
Severely & Profoundly Handicapped							14.0[1]
TOTAL UNITS	99.3	498.7	2580.4[2]	3266.2	3745.5	4096.2	4151.8

[1] Classification not established prior to this time period.

[2] Includes 55.3 units for teacher aides. This was an experimental program authorized by KRS 157.390. It was in effect from 1974-76. No teacher aide units have since been allocated.

[3] Collapsed into one classification.

During the past four years, Kentucky received over $63 million under Part B, Education of the Handicapped Act (EHA-B), P. L. 94-142. Eighty-five percent (85%) of these funds was allocated directly to local districts for costs over and above the state and local basic program costs.

Registration of the Blind—The federal "Act to Promote the Education of the Blind" provides free textbooks and educational materials to legally blind children who attend the regular public schools and those nonpublic schools which are in compliance with the Civil Rights Act. As of January 1983, 493 legally blind Kentucky students were registered under the Act. The state's allotment for textbooks and materials was $47,861 for public school pupils and $3,256 for nonpublic school pupils.

Deaf-Blind—Seventy-two (72) children and youth were identified for the deaf-blind registry and received services through the state outreach program. Twelve children were enrolled in the deaf-blind residential program at Kentucky School for the Blind. Supported by state funds, three others attended the Helen Keller School at the Institute for the Deaf and Blind in Talladega, Alabama. All other educational activities were jointly funded from federal, state and local monies.

Kentucky's Individualized Kindergartens—Kentucky's Individualized Kindergartens, (Project KIK) provides model services to preschool handicapped children enrolled in public school kindergartens throughout the state. Funded by the Education for All Handicapped Children Act, KIK provides training and technical assistance to teachers in screening, identifying, referring and programming for kindergarten aged children who need special education.

KIK is designed to stimulate statewide awareness of the goal of full educational opportunities and to generate innovative practices. This is accomplished through parent/teacher participation in using a developmental curriculum. Twenty-eight model public kindergartens for handicapped five-year olds now operate throughout Kentucky, double the number of four years ago.

Moreover, 1,400 children have been assessed and have Individualized Education Programs. Over 850 professionals have been trained using the Learning Accomplishment Profile-Diagnostic edition (LAP-D). The LAP-D screening instrument and/or the LAP-D assessment are used in 155 school districts and more than 700 personnel representing other service agencies and 1,000 paraprofessionals have received training in either the LAP-D or the Chapel Hill Outreach Model.

ENRICH—The Educational Network of Resources and Information for Classrooms and Homes (Project ENRICH) was developed in response to the needs for effective communication between the parents of handicapped children and public school personnel. The project, which began in August 1981 and will be completed in June 1984, has stressed two major goals: (1) the development, implementation and evaluation of a statewide training/resource system for teachers and parents of exceptional children; and (2) the training of personnel in parent education/involvement for serving those children.

The ENRICH field-based "trainer of trainers" model has provided a system for effective utilization of state and local resources. By January 1983, 36 master trainers, 15 field service consultants and 151 support trainers were trained to continue with the development of the parent involvement network. By the close of the project, an estimated 8,000 teachers, parents and other interested personnel will have received ENRICH training.

Area Diagnostic Centers—In 1979-80 the Department of Education targeted a portion of EHA, Part B discretionary funds to establish and operate three area diagnostic centers in Bowling Green, Maysville and Murray. Each center was successful in providing quality diagnostic and technical services which enabled local districts to meet the educational needs of exceptional children. In 1980, the Department committed additional EHA, Part B discretionary funds to establish a statewide network of area cooperatives. Each of the 21 area cooperatives has provided a method for school districts to work together to provide exceptional children such services as physical therapy, child evaluations, adaptive physical education, psychological counseling, extensive medical evaluations, and multi-district classes for low incidence handicapped children. The cooperatives also coordinated services with other agencies serving handicapped children.

Autism—The Department was awarded one of two national training grants for a two-year period from the National Society for Children and Adults with Autism. The grant allowed Kentucky to establish a state-wide training program for classroom teachers, aides and ancillary personnel who work with children with autism and related severe communication handicaps. During the 1982-83 school year, training was provided at two sites, a model classroom was established, and a state team was prepared to disseminate training to others.

Training—Four years ago Kentucky experienced a critical shortage of certified teachers for exceptional children. To address this need a traineeship program was established to provide financial assistance to instructional personnel seeking special education endorsement or certification. Since then, over 3,400 persons have received traineeships. A progressive decline in the number of applicants suggests that school districts' needs for teachers with special education certification have been met to a large degree.

Number of Traineeships Awarded	
1980	640
1981	1,149
1982	889
1982-83	785
Total in four years	3,464

Due Process—Providing education to exceptional children requires a cadre of especially trained staff, frequent and detailed consultations between the Department, the school districts, and parents, thorough program evaluation and monitoring as well as procedural safeguards to protect the interests of the child. During the past four years, these services have been strengthened. While three remedies are available to parents and school districts to resolve disagreements without the need for litigation, i.e., due process hearings, formal complaints, and informal complaints, by far the largest majority of complaints (411 since 1980) have been handled informally. Only 87 due process hearings were requested of which 51 were resolved and cancelled prior to the hearing. Thirty-five were held with one currently pending. Only 13 of the 35 decisions were appealed and only 2 of them were overturned on appeal. This indicates a high degree of consistency and quality in hearing officers' decisions while the annual decline in the number of hearings requested and cancelled indicates increasing effectiveness, not only of the education program but of other remedies for resolving communications difficulties.

Other Services—During this biennium, the Department expended over $2 million "out-of-district" funds to assure educational services on a 240-day basis for 1,615 handicapped children confined to facilities under the jurisdiction of the Cabinet for Human Resources. Educational programs provided to these children were evaluated to assure that the level of quality was comparable to that offered in the public schools. In addition, the Corrections Cabinet was assisted in providing appropriate educational services to school-age handicapped inmates through allocation of EHA, Part B monies. Assistance in developing agreements with local school districts and training of direct service staff was also provided to the statewide Head Start Network.

Kentucky School for the Blind—The Kentucky School for the Blind provides quality educational programs for blind and visually impaired children enrolled at the school as well as outreach services for blind and visually impaired children in their home communities. During this biennium, instruction has been enhanced by the acquisition of electronic equipment and the introduction of computer-equipped learning centers in each residential cottage. Computer-assisted instruction has also been introduced. An independent living program has been established for older students, a kindergarten program was reinstated and a comprehensive curriculum for children in grades K-2 was completed. Campus facilities were improved by the completion of Howser Hall, a dormitory for training children in daily living skills, and by the start of construction of a new addition to the Scoggan Classroom Building.

Kentucky School for the Blind

Year	Total Enrollment	Total Cost Per Student	Percent Federal
1979-80	153	$ 11,340	10.3%
1980-81	141	$ 13,185	9.5%
1981-82	130	$ 16,556	8.3%
1982-83	125	$ 18,398	6.2%

Kentucky School for the Deaf—The Kentucky School for the Deaf provides P-12 education to the state's hearing impaired pupils to enable them to reach their full potential as contributing members of society. During this biennium, computers and computer-assisted instruction have been added to academic and vocational programs. Speech therapy and communications skills services have been enlarged and a Special Resource Department which can serve 20-24 students at any given time has been organized to educate multi-handicapped deaf students. Outreach services have been established and an exchange arrangement between Danville High School and KSD expands the course offerings to include classes that were not previously available to KSD students. A committee of students, parents and staff of the school developed a Code of Conduct which has reduced behavioral problems significantly. The dorm life program has emphasized independent living skills and the honor student concept has been extended to all dormitories to reinforce those independent living capabilities. Campus facilities have been improved by the completion of the 60,000 square foot Brady Hall complex which was placed into service without additional staff. The entire campus is now equipped for acceptance of captioned TV programming from commercial suppliers as well as school generated materials, a service which expands exposure of language to the deaf pupil. Maintenance has improved markedly and almost all the buildings have been painted inside and out.

Kentucky School for the Deaf

Year	Total Enrollment	Total Cost Per Student	Percent Federal
1979-80	414	$ 8,824	10.6%
1980-81	423	$ 10,125	12.6%
1981-82	414	$ 10,389	12.3%
1982-83	407	$ 11,759	10.3%

VOCATIONAL EDUCATION

The Bureau of Vocational Education is charged with meeting the needs of Kentucky citizens in occupational training and with contributing to the economic development of the Commonwealth by providing a competent, skilled work force for the business, industrial, labor, service and agricultural communities.

During the 1981-83 biennium, over $135 million were available to train more than 326,000 Kentuckians enrolled in vocational programs in 176 school districts, 16 state vocational-technical schools, 64 state-operated area vocational centers, 12 local area vocational centers, four correctional facilities, four health facilities and 13 community colleges.

Vocational Education Funds by Source

	FY 1981	Percent	FY 1982	Percent	FY 1983	Percent
Federal	$ 17,274,761	25%	$ 13,550,932	21%	$ 13,449,912	19%
State	37,200,700	54%	36,468,000	56%	39,472,300	57%
Agency Receipts	14,814,800	21%	15,556,800	23%	16,835,400	24%
*Total	$ 69,290,261		$ 65,575,732		$ 69,757,612	

*Does not include Foundation Units in Local School Districts.

VICA—The high point of the biennium was the annual convention of the Vocational Industrial Clubs of America and the U. S. Skills Olympics held in Louisville in June 1982 and again in June 1983.

With an annual grant of $50,000 and the guarantee of state sponsorship, the Superintendent and the Department were able to persuade the VICA and the U. S. Skills Olympics to hold their annual conventions in Louisville for three consecutive years. Each year, the massive two-day events brought over 5,000 teachers and students from 48 states, the Virgin Islands and Puerto Rico, 400 experts from business and industry, 400 judges, six million dollars worth of equipment, and in 1983, the President of the United States to Kentucky. More than 400 of Kentucky's school administrators and over 250 students worked each year to organize and conduct the competitions and assemblies. Nearly $100,000 in contest materials were donated by business and industry and it is conservatively estimated that $1.5 million were spent in the state by participants on food, lodging, souvenirs and travel each year. VICA and U.S.S.O. will meet again in Louisville in June 1984. It is strongly recommended that the state extend invitations to the two organizations to meet in Louisville for another three years and that the state be prepared to assist with funding.

Youth Organizations—Eight student organizations continue to provide strength to the vocational programs. Organized as an integral part of the curriculum, these groups work to develop occupational skills, leadership and citizenship in students. At the end of the biennium, nearly 57,000 young Kentuckians were participating in these organizations and engaging in state, regional and national competitions and leadership events.

Vocational Education Student Organizations, June 30, 1983

Organization	Membership
Distributive Education Clubs of America (DECA)	4,543
Future Business Leaders of America (FBLA)	10,363
Future Farmers of America (FFA)	14,398
Future Homemakers of America (FHA)	13,375
Health Occupations Students of America (HOSA)	2,071
Phi Beta Lambda (PBL)	881
Vocational Industrial Clubs of America (VICA)	9,600
Young Farmers Association (YFA)	1,284
Total:	56,515

JAVA—The Department in cooperation with local districts initiated a program called "Joint Academic/Vocational Project" or JAVA which integrates academic and vocational programs and permits students to begin skill training earlier than the 11th grade.

The first project conducted by the Covington Board of Education in the Chapman Academic/Vocational Division of Holmes High School has completed its third year of operation. The second project, operated by the Jefferson County Board of Education, started in the summer of 1981 with CETA and Vocational Education Exemplary funds. The third project was started in the summer of 1982 as a cooperative effort between the Region II Vocational Office and the Hopkins County Board of Education. The program involved a specially built learning center as well as the Madisonville State Vocational Technical School, Madisonville Health Occupations Center and the three high schools in Hopkins County. In its first year of operation, 100 students explored 12 vocational areas with the possibility of selecting one of 15 vocational programs. The fourth project involved the Scott-Detrick Vocational School and Shawnee High School, both operated by the Jefferson County Board of Education. This project used CETA funds as well as staff employed by the Fairdale project.

While objectives of the project have varied slightly, most include:

- Reducing the dropout rate
- Increasing school attendance
- Maintaining equal academic skills
- Increasing occupational skills
- Increasing placement rate of students
- Integrating the academic and vocational programs
- Improving students' and parents' attitudes toward school.

Excellent results have been achieved. Attendance rates improved and so did dropout rates. At Chapman, the dropout rate in the academic-vocational program was 2.5 percent while that of a control group was 9 percent. At Fairdale only one student dropped out of the experimental program while six of the control group left school. In Hopkins County, at the end of the 1982-83 school year, the JAVA program had 98 of the original 100 students for a dropout rate of only 2 percent. In comparison, the dropout rate of the freshman classes at the three Hopkins County high schools was 3 percent, 5.7 percent and 7.8 percent. JAVA participants in Hopkins County achieved scale score gains in reading, math, science and social studies equal to the scale score gains of the control group in 1982-83. Finally, the response from parents and students has been enthusiastic. One parent wrote of the Hopkins County project, "For the first time in my son's life he loves school and he enjoys going and he's making the kind of grades he should have made all through school."

The Department is compiling a curricular package and an implementation handbook to enable other districts to start JAVA projects. However, the close interaction between departmental staff and local district teachers and administrators in designing and preparing a new JAVA program is considered a very real factor in the success of the project once it is underway. It is therefore recommended that staff and funding provisions be made for expanding the JAVA programs into other areas of the state where high dropout rates and faltering academic achievement levels indicate a need.

Computers in Vocational Education—State funds and savings from tightened fiscal management practices enabled the Superintendent to allocate $2,191,000 for *multi-purpose computer laboratories* in 17 state vocational-technical schools and one health occupations school in Kentucky. Of the funds allocated, $1,411,000 were used to equip the multi-purpose labs while the other $780,000 were used to purchase computer-assisted drafting equipment with manufacturing capabilities for the 15 schools that offer drafting courses for post-secondary students. When the program is fully operational in late 1983, all post-secondary vocational students will be required to receive computer training before they graduate.

In addition, Kentucky received a $200,000 grant from the Appalachian Regional Commission to fund *computer learning centers* in the seven state vocational-technical schools located in Ashland, Paintsville, Hazard, Harlan, Somerset and in Laurel and Rowan Counties. The funds were matched by funds from the Department.

New and Expanding Industries Program—The Kentucky Industrial Training Program—KIT for short—is a program authorized by the 1980 General Assembly to train new workers for new or expanding industries. KIT develops a training program designed to meet the specifications of the new or expanding industry. It provides the instructors, does the interviewing and testing, and gives the training sessions in the industry's facilities or in the department's. It will also assist with the selection of the prospective employees although most companies prefer to make their own selections.

In fiscal 1982, the training programs cost an average of $127 per trainee. Training was given to 1,194 persons of which 1,063 or 89 percent were then employed. In fiscal 1982, $445,000 were allocated to the program of which $152,187 were actually spent on the training. In fiscal 1983, $417,000 were available and 1,220 persons received training. Of that number, 1,204 or 98.5 percent are working.

The Kentucky Department of Economic Planning has estimated that a worker who earns the minimum wage of $3.37 an hour or $7,000 a year will pay $420 in state taxes and $213 in local taxes, for a total of $633 a year, five times the average cost of the training.

Training grants have been as small as $150 and the average is $4,348 per contract. Grants must be approved by the Superintendent and the State Board.

RESEARCH AND PLANNING

The Office of Research and Planning provides services and technical assistance to the Department of Education and local school districts in administration and planning, grants management, research and evaluation, materials and curriculum development, publications, duplicating services and National Diffusion Network workshops.

The Office works to implement the Educational Improvement Act of 1978. It scores the statewide achievement tests for grades 3, 5, 7 and 10 as well as the achievement tests given voluntarily by the districts and analyzes the results of the statewide testing program. During the biennium, it was particularly active in providing training to teachers and administrators to enable them to interpret and use test results to aid their pupils and enhance their curricula.

The Office provided the data bases and the staff support for numerous special projects and studies, including the Tenth Grade Gap Task Force, the School Effectiveness Project, the Minimum Basic Skills Task Force, the Dropout Prevention Task Force and the Governor's Scholars' Program. It also developed JAVA, the Joint Academic-Vocational Project, which united academic instruction with vocational instruction in such a way that vocational students obtained the academic skills to excel in the vocation they had chosen.

During the biennium, the Office disseminated information to the public concerning the national studies on excellence in education, the needs of Kentucky's schools, and the courses of action being taken to improve education in the Commonwealth. The Department's publications, *EdNews* and *Tempo*, its weekly TV program *New Shapes: Education*, and its radio program, *Education Speaks*, all focused on the priorities for Kentucky's schools. In each of the past two years, *EdNews* and *New Shapes* received national awards for excellence in educational communications given by the National Association of State Education Department Information Officers (NASEDIO).

CHAPTER 5
Resources

TRENDS

A survey of long-term trends in Kentucky education illustrates the escalation of costs, the improvement in teacher qualifications and a changing regard for the value of education.

Cost control measures and tight budgets combined to contain the growth in administrative costs during this administration but were seriously detrimental to the acquisition of educational and instructional materials. Funds spent on teaching materials fell 24.8 percent, from a high of $37.75 per pupil in 1979-80 to $28.38 per pupil in 1982-83. This decline may be even more serious than the percentage would indicate because funds appropriated for this purpose were never entirely adequate and because acquisition costs for textbooks and teaching aids have ballooned more rapidly (8 percent annually) that other costs associated with public education. New funding for teaching materials, therefore, should be a high priority in the next biennium.

10-Year History of State Averages

	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79
Annual Current Expense Per Pupil in ADA	$ 629	709	818	914	1,007	1,210
Average Annual Salaries for Classroom Teachers	$ 8,295.00	8,921.00	9,744.00	10,926.00	11,723.00	13,170.00
Percent Supplement for Instructional Salaries	% 34.4	33.7	32.2	24.5	19.8	19.2
Percent of Instructional Staff with Rank II or Higher	% 34.1	38.0	42.2	46.7	50.6	55.7
Percent of Ninth Graders Completing High School	% 66.6	66.1	65.3	64.3	64.4	61.7
Percent of Attendance (ADA as a percent of ADM)	% 93.2	93.1	92.8	92.6	92.4	92.7
Local Financial Index	.798	.792	.776	.782	.502	.504
Cost Per Pupil for Educational Materials	$ 11.92	14.62	15.48	23.61	25.79	35.94
Cost Per Pupil for Instruction	$ 476.18	528.50	603.79	678.03	739.31	882.23
Percent of Instructional Staff with Less than Rank III	% .3	.2	.12	.08	.03	.04
Pupil/Teacher Ratio	23.3	22.9	22.4	22.2	21.7	21.5
Percent of High School Graduates Entering College	% 36.8	39.0	38.1	38.3	38.6	39.8
Cost Per Pupil for Administration	$ 19.64	22.03	26.35	28.68	30.76	37.30
Percent of Revenue from Local Sources	% 34.2	33.6	33.7	33.7	21.0	20.5
Percent of Revenue from State Sources	% 50.0	49.3	51.6	52.3	65.0	65.5
Percent of Revenue from Federal Sources	% 15.8	17.1	14.7	14.0	14.0	14.0
Percent of Economically Deprived Children	% 30.0	31.2	31.0	33.2	34.2	34.2

10-Year History of State Averages (continued)

	1979-80	1980-81	1981-82	1982-83	Percent Change 1973-74 thru 1982-83	Percent Change 1979-80 thru 1982-83
Annual Current Expense Per Pupil in ADA	$ 1,348	1,468	1,573	1,740.70	+177%	+29.0%
Average Annual Salaries for Classroom Teachers	$14,520.00	15,754.00	17,294.00	18,384	+121.6%	+26.6%
Percent Supplement for Instructional Salaries	% 20.2	21.1	20.1	20.0	-41.9%	-1.0%
Percent of Instructional Staff with Rank II or Higher	% 62.3	67.3	72.2	74.9	+119.6%	+20.2%
Percent of Ninth Graders Completing High School	% 62.3	63.1	64.9	65.2	-2.0%	+4.6%
Percent of Attendance (ADA as a percent of ADM)	% 93.0	93.3	93.7	94.2	+1.0%	+1.3%
Local Financial Index	.605	.568	.563			
Cost Per Pupil for Educational Materials	$ 37.75	29.36	28.04	28.38	+138.1%	-24.8%
Cost Per Pupil for Instruction	$ 970.27	1,048.36	1,125.08	1,237.53	+159.9%	+27.5%
Percent of Instructional Staff with Less than Rank III	% .05	.07	.03	.01	-96.7%	-80.0%
Pupil/Teacher Ratio	21.0	20.8	21.1	21.0	-9.9%	0
Percent of High School Graduates Entering College	% 42.6	42.2	42.4			
Cost Per Pupil for Administration	$ 41.96	45.43	47.59	52.01	+171.3%	+27.0%
Percent of Revenue from Local Sources	% 20.3	20.4	21.9	22.0	-35.7%	+8.4%
Percent of Revenue from State Sources	% 65.5	65.3	65.1	66.3	+32.6%	+1.2%
Percent of Revenue from Federal Sources	% 14.2	14.3	13.0	11.7	-25.9%	-17.6%
Percent of Economically Deprived Children	% 33.7	35.6	31.6			

TEACHERS

Compensation—A 136.02 percent increase in public school teachers' salaries from 1972-73 to 1982-83 made Kentucky fourth in the nation in increased teacher pay, NEA reported in its *Rankings of the States 1983: Research Memorandum*. A 6.42 percent increase from 1981-82 to 1982-83 put Kentucky in 31st place for that year, NEA said.

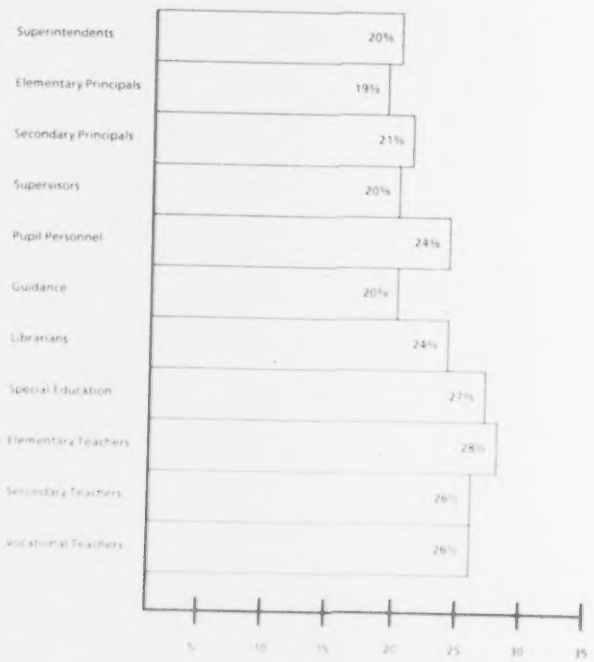
Improving compensation for underpaid school personnel has been a major goal of Kentucky state government in recent years. During this administration, state revenues fell 18 percent, while salaries of school personnel continued to grow. The greatest improvements occurred in teacher salaries: in special education (up 27 percent), elementary (up 28 percent), and secondary levels (up 26 percent).

Continuing salary improvements, especially for beginning teachers, are recommended to attract and retain highly qualified new teachers.

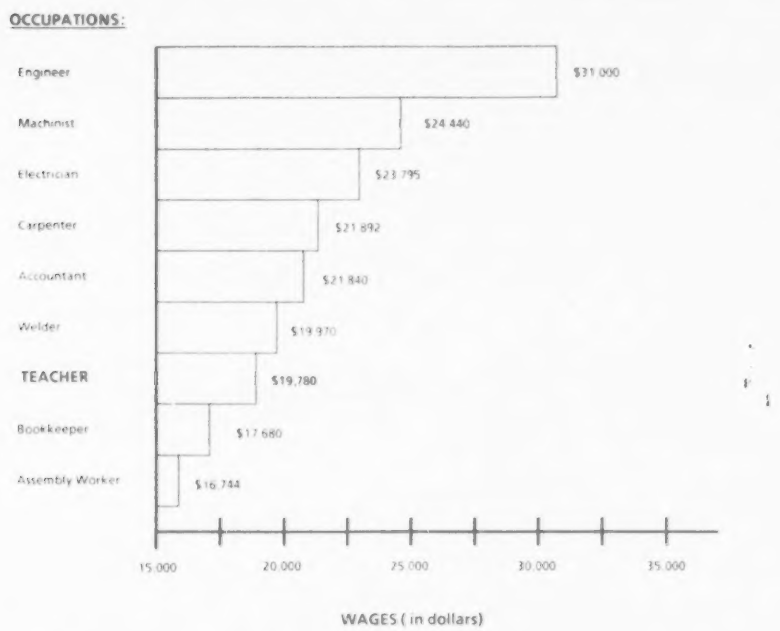
Average Salary of Public School Personnel by Percent Change

School Personnel	1973-74	1979-80	1982-83	Percent Increase 1973-74 through 1982-83	Percent Increase 1979-80 through 1982-83
Superintendents	$ 17,599	$ 31,648	$ 37,892	115%	20%
Elementary Principals	13,164	24,305	29,005	120%	19%
Secondary Principals	14,610	27,162	32,838	125%	21%
Supervisors	13,919	23,941	28,795	107%	20%
Pupil Personnel	11,284	21,206	26,214	133%	24%
Guidance	11,502	20,255	24,407	112%	20%
Librarians	9,285	16,680	20,722	123%	24%
Special Education Teachers	8,113	13,369	17,043	110%	27%
Elementary Teachers	8,111	14,167	18,067	123%	28%
Secondary Teachers	8,612	15,501	19,519	127%	26%

Percent Increase in Average Salary for Public School Personnel, 1979-80 to 1982-83



Kentucky Average Annual Wage by Occupation, 1983



Certified Personnel—At the highest level, white males administer Kentucky's educational system with white females teaching and providing most of the support services. All minority groups together comprise 4.7 percent of the certified workforce, a percentage below the proportion of minorities in Kentucky's population. These statistics have not changed appreciably in the last four years except in the category of assistant principals.

The total number of assistant principals rose 15.4 percent from 362 to 418 during the administration. The number of them who were women rose from 31 to 55, up 77.4 percent. The percentage of all assistant principals who were female likewise rose from 8.5 percent in 1979-80 to 13.1 percent in 1982-83, indicating that women are beginning to move into management ranks. Teachers have continued to improve their skills. In 1982-83, 74.9 percent held Rank II or higher, up 20.2 percent from the 1979-80 level.

Professional Staff, 1982-83

Male Staff	White	Black	*Other	Total
Superintendents	177			177
Administrators/Managers	429	7		436
Principals	1,032	16	3	1,051
Assistant Principals	344	18	1	363
Elementary Teachers	2,649	124	3	2,776
Secondary Teachers	4,401	170	8	4,579
Itinerant Teachers	839	34	4	877
Guidance	283	19	1	303
Psychology	29	1		30
Librarians/Audio Visuals	30			30
Consultants/Supervisors	212	5		217
Other	73	6	1	80
Total Certified	10,498	400	21	10,919

Female Staff	White	Black	*Other	Total
Superintendents	3			3
Administrators/Managers	129	9		138
Principals	119	22		141
Assistant Principals	47	8		55
Elementary Teachers	15,755	840	27	16,622
Secondary Teachers	5,328	235	14	5,577
Itinerant Teachers	1,849	62	5	1,916
Guidance	495	39	1	535
Psychology	60	1		61
Librarians/Audio Visuals	1,058	32	1	1,091
Consultants/Supervisors	257	25		282
Other	175	15		190
Total Certified	25,275	1,288	48	26,611

Staff	Total Males/Females	Percent Female	Percent Nonwhite
Superintendents	180	1.7%	
Administrators/Managers	574	24.0%	2.8%
Principals	1,192	11.8%	3.4%
Assisstant Principals	418	13.1%	6.4%
Elementary Teachers	19,398	85.6%	5.1%
Secondary Teachers	10,156	54.9%	4.2%
Itinerant Teachers	2,793	68.6%	3.7%
Guidance	838	63.8%	7.1%
Psychology	91	67.0%	2.1%
Librarians/Audio Visuals	1,121	97.3%	2.9%
Consultants/Supervisors	499	56.5%	6.0%
Other	270	70.3%	8.1%
Total Certified	37,530	70.6%	4.7%

*Other—Includes Hispanic, Asian or Pacific Islanders, American Indians and Alaskan Natives

M.O.I.—Since many of the skilled craftsmen employed to teach post-secondary vocational courses had not had prior teaching experience, the Department instituted a Methods of Instruction course designed to impart the necessary instructional techniques to prospective vocational teachers. All non-certified vocational education teachers are required to take the course and over 300 have graduated from it since its inception. Since the graduates demonstrate marked effectiveness in the vocational classroom, Kentucky State University in July 1983 entered into an arrangement with the Department to offer three hours of college credit for successful completion of M.O.I. Instruction.

In a related development, the State Board endorsed in November 1983 a proposal advanced by the Superintendent that would enlarge the pool of prospective teachers available for post-secondary vocational education. The Board approved a regulation that would permit a non-certified person holding a degree in a field of specialty, or a license issued by a national or state occupational licensing board to qualify as a post-secondary vocational teacher provided such person took the M.O.I. Instruction and passed a competency test in the occupational field.

Staff Development—Careful planning determines whether teacher "in-service" days enrich the teaching skills of staff or are a waste of time and resources. To obtain the careful planning needed statewide, regulations were adopted requiring each local district's board of education to prepare and submit a "Master In-Service Education Plan" to the Department for approval prior to the giving of the training. Departmental approval of the plan was made a prerequisite for payment of the teachers' salaries for the four in-service days each year. To further ensure the usefulness of the training, teachers were required to participate in the process of determining their training needs.

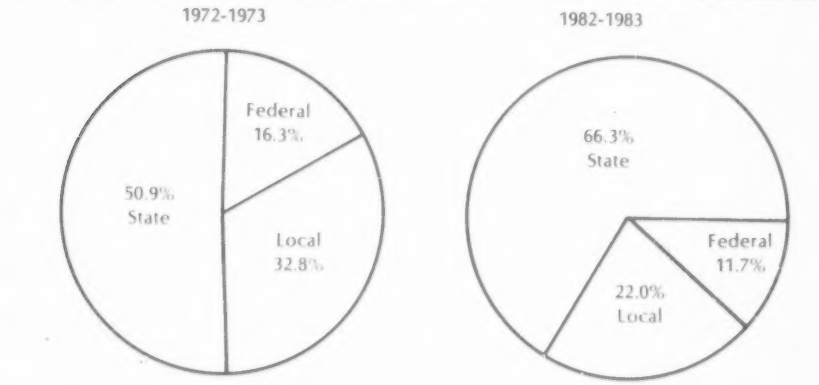
APPROPRIATIONS

Appropriations to the Department of Education for the purpose of administering and supporting public elementary, secondary and vocational education have increased from $291,185,460 in fiscal 1973 to $961,003,400 in fiscal 1983. During this time, the state assumed full funding of the Foundation Program by eliminating required local effort. This was accomplished by transferring thirty cents of the local school district and ad valorem tax to the state's General Fund. During fiscal 1982, the final allotment under the Foundation Program was $733,266,800, an amount which increased 8.4% to $794,706,340 in fiscal 1983.

The 1976 General Assembly enacted the first Power Equalization Program Fund. This fund assures local school districts the availability of equal financial resources per student in average daily attendance to the level of support provided by the legislative appropriation. The Power Equalization Program Fund distributed $31 million to local school districts in fiscal 1982 and $37,550,000 in fiscal 1983.

Local school district revenues are derived from state, federal and local sources. Over the past twelve years, a significant shift in the origin of these revenues has occurred. The percentage of local district revenues received from state sources increased from 50.2 percent in 1971-72 to a high of 66.3 percent in 1982-83. At the same time, revenues derived from local sources fell from 32.0 percent in 1971-72 to 22.0 percentage in 1982-83. Federal funding also fell over six percentage points for a decline of nearly one-third. Compared with the rest of the nation, Kentucky ranked fifth in the percentage of funding provided from state sources in the 1981-83 biennium. It ranked ninth in the percent of revenues received from federal sources but only 48th in the percent of total revenues derived from local sources. As noted in Chapter 3, the relatively low level of local financial support in many districts adversely affects academic achievement levels in those districts. The state's assumption of the local Minimum Foundation support, while it may have improved collection of the revenue, may have contributed to the deleterious effect on learning.

Percent Local District Revenue by Source



Local School District Percent of Revenue by Source

Year	Source		
	Local	State	Federal
1982-83	22.0	66.3	11.7
1981-82	21.9	65.1	13.0
1980-81	20.4	65.3	14.3
1979-80	20.3	65.5	14.2
1978-79	20.5	65.5	14.0
1977-78	21.3	65.9	12.8
1976-77	33.7	52.3	14.0
1975-76	33.7	51.6	14.7
1974-75	33.6	49.3	17.1
1973-74	34.2	50.0	15.8
1972-73	32.8	50.9	16.3
1971-72	32.0	50.2	17.8

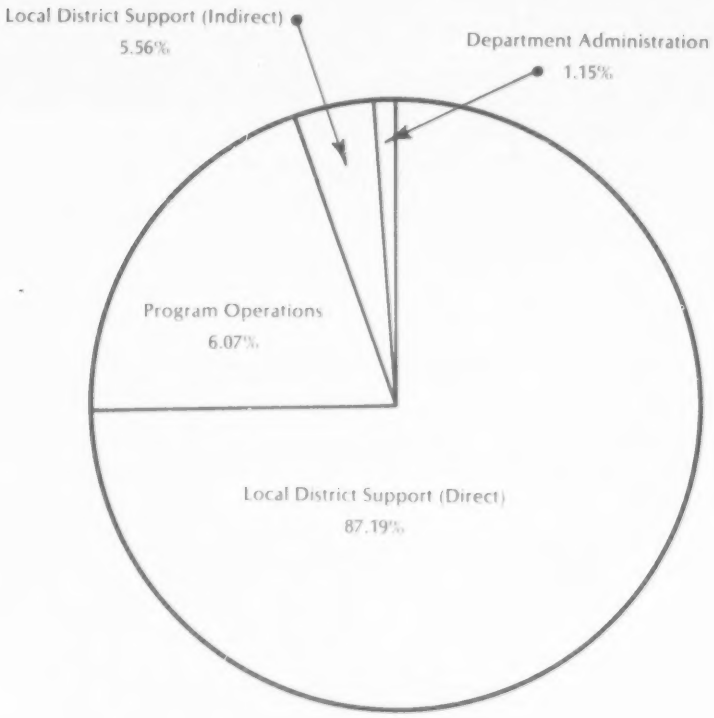
Between 1980 and 1983 total revenues collected by the state decreased by approximately 18 percent. Funding for education, however, increased by 32 percent.

Total Department of Education, Teacher Retirement and School Building Authority

Year	Appropriation	Increase	Percent Increase
1979-80	877,313,700		
1980-81	908,912,900	31,599,200	3.601
1981-82	951,449,800	42,536,900	4.679
1982-83	1,071,543,600	120,093,800	12.622
1983-84	1,161,595,200	90,051,600	8.403
1980-84		284,281,500	32.403

Over 92 percent of the General Fund dollars received by the Department for education were expended for local district support, both direct and indirect. Six percent was used for program operations. The Department operated on 1.15 percent.

Percent of General Fund Dollars Expended by Category, 1982-83



Education Appropriations 1980-1983

	1980	1981	1982	1983
Dollars (In Thousands)				
Higher Education	321,217.6	328,795.0	358,888.9	393,669.6
Elementary and Secondary	854,855.3	901,117.2	922,482.9	1,041,301.6
Other Education	23,839.9	24,033.4	26,745.6	27,959.9
Total Education	1,199,912.8	1,253,945.6	1,308,117.4	1,462,931.1

State Summary of Local District Financial Report

	1981-82	1982-83
Amounts (In Thousands)		
Balance Beginning of Year	$ 50,447	$ 46,013
Revenue from Local Sources	258,025	279,451
Revenue from State Sources	768,310	844,326
Revenue from Federal Sources	153,357	149,379
Total Revenue Receipts	1,179,692	1,273,156
Total Nonrevenue Receipts	72,034	126,055
GRAND TOTAL, ALL RECEIPTS AND BALANCE	$ 1,302,173	$ 1,445,244
Expenditures		
Administration	$ 28,933	$ 31,308
Instruction	684,087	727,189
Attendance Services	7,988	8,852
Health Services	894	959
Pupil Transportation	81,361	86,423
Operation of Plant	90,938	98,798
Maintenance of Plant	32,381	38,159
Fixed Charges	30,062	31,175
Total Current Expenses	956,644	1,022,863
Food Services	3,574	4,569
Community Services	559	534
Capital Outlay	9,030	13,869
Debt Services	2,643	2,874
Total Above the Line Expenditures	972,450	1,044,709
Advancement Loans, Investments & Transfers	283,809	329,353
GRAND TOTAL EXPENDITURES	$ 1,256,259	$ 1,374,062
School Building Fund Summary		
Balance Beginning of Year, Cash and Securities	$ 23,890	$ 27,337
Total Receipts During Year	51,931	55,377
Total Balance and Receipts	75,821	82,714
Total Expenditures	48,689	51,450
BALANCE AT END OF YEAR	$ 27,132	$ 31,264
Foundation Program Capital Outlay Fund Summary:		
Balance Beginning of Year, Cash and Securities	$ 38,400	$ 40,018
Total Receipts During Year	47,641	47,287
Total Balance and Receipts	86,041	87,305
Total Expenditures	46,116	47,091
BALANCE AT END OF YEAR	$ 39,925	$ 40,214

Summary of Receipts and Disbursements

Source of Funds	Fiscal 1982	Fiscal 1983
GENERAL FUND		
Regular Appropriation	$ 857,999,285	$ 960,647,200
Special Appropriation		
Continuing Appropriation		
Competitive Pay Fund		278,500
Reorganization Transfer	125,700	
Necessary Gov'al Expenses		
Planning Fund		
Salary Improvement Fund	2,307,700	
Total General Fund	860,432,685	960,925,700
AGENCY RECEIPTS		
Balance Brought Forward	832,310	1,273,368
Current Receipts	18,363,686	17,729,413
Total Agency Receipts	19,195,996	19,002,781
FEDERAL FUNDS		
Balance Brought Forward	5,082,389	11,568,680
Current Receipts	179,205,711	178,332,830
Total Federal Funds	184,288,100	189,901,510
TOTAL FUNDS	$ 1,063,916,791	$ 1,169,829,991
EXPENDITURES BY CATEGORY		
Personnel Costs	66,782,777	68,291,822
Operating Expenses	22,691,543	23,922,601
Grants, Loans or Benefits	958,028,851	1,061,206,862
Debt Service	129,000	131,700
Capital Outlay	1,617,066	2,702,872
TOTAL EXPENDITURES	$ 1,049,249,237	$ 1,156,255,857
EXPENDITURES BY LEVEL OF FUNDING		
Current Funding	1,049,249,237	1,156,255,857
Additional Funding		
TOTAL EXPENDITURES	$ 1,049,249,237	$ 1,156,255,857
EXPENDITURES BY PROGRAM/SUBPROGRAM		
General Administration	676,079	687,632
Personnel Management	22,053,823	30,767,659
Resources Management	68,738,660	71,500,317
Federal Programs	65,629,142	66,351,090
Research and Planning	2,351,244	2,283,278
Finance and Administration	12,575,529	18,058,992
Instructional Services	4,803,653	4,778,096
Education for Exceptional Children	23,056,245	24,199,707
Vocational Education	65,127,750	68,635,474
Rehabilitation Services	18,387,412	22,526,312
School Foundation and Related Programs	765,849,700	846,467,300
TOTAL EXPENDITURES	$ 1,049,249,237	$ 1,156,255,857

FACILITIES

From 1979-80 through 1982-83, the number of public school students declined 3.9 percent while the number of public schools in operation fell by 3.3 percent. The number of students attending high schools for over 1,000 students fell significantly and the number of elementary students attending such schools rose significantly over the period, but otherwise there were no notable new trends in the sizes of schools attended by Kentucky's public school pupils. In the non-public sector, however, the number of schools increased by nearly 22 percent while the number of students attending them declined, a trend which will have implications for the financial and academic strength of individual non-public institutions.

An analysis of public schools by the type of school reveals the variation now present in the system. Where once there were elementary schools and high schools, there now are eight types of schools with sixth, seventh, eighth and ninth grades being subject to the variation. This situation stems from differing theories on how best to educate children aged 11-14. As can be seen in other sections of this report, it has had serious implications for teachers, many of whom are teaching out of their fields of certification. It is recommended that a task force be appointed to give serious thought to middle school education and the problems inherent in it with the hope that the problems can be resolved and a more orderly system can be designed.

Public Schools by Type of Organization, State Totals

Year	Mid-Upper Elem.	Elem.	Jr. High	Sr. High	Jr.-Sr. High	4-Year High	Inc. High	Total
1973-74	78	1,031	61	29	84	171	8	1,462
1974-75	83	1,006	68	30	77	164	6	1,434
1975-76	83	978	62	28	79	167	3	1,400
1976-77	95	981	52	24	79	171	5	1,407
1977-78	92	983	55	25	80	173	4	1,412
1978-79	97	972	49	22	85	174	2	1,401
1979-80	110	969	45	19	78	178	6	1,405
1980-81	122	958	35	16	69	188	10	1,398
1981-82	119	944	40	18	55	192	6	1,374
1982-83	118	940	40	17	58	188	7	1,368

Public and Nonpublic Schools by Type of Organization, 1982-83

School	Number	Enrollment	Size	Staff
Middle	122	72,328	593	4,054.2
Elementary	1,299	415,235	320	22,307.1
Junior High	45	24,144	537	1,391.2
Senior High	19	21,312	1,122	1,156.8
Jr.-Sr. High	87	28,132	323	1,823.6
4 Year High	242	161,576	668	9,056.2
Inc. High	32	508		91.8

Includes vocational schools operated by local districts and nonpublic schools which did not report their enrollment.

School Enrollment by Size, 1979-80

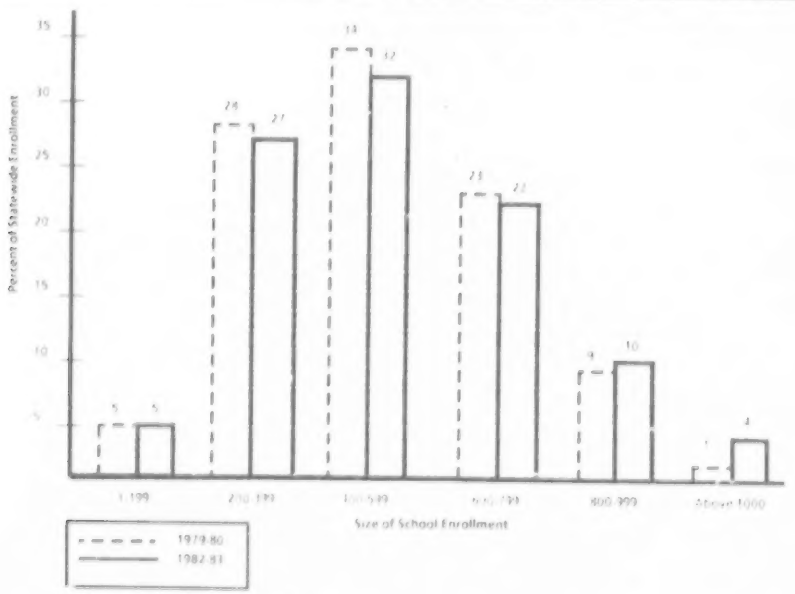
Elementary

Size	Public		Non-Public		Total	
	Schools	Enrollment	Schools	Enrollment	Schools	Enrollment
1-199	180	22,498	171	15,726	351	38,224
200-399	406	123,129	69	19,137	475	142,266
400-599	298	147,555	29	14,325	327	161,880
600-799	146	98,551	6	3,959	152	102,500
800-999	44	38,676	1	888	45	39,564
over 1,000	5	5,465			5	5,465
Total	1,079	435,874	276	54,035	1,355	489,899

Secondary

Size	Public		Non-Public		Total	
	Schools	Enrollment	Schools	Enrollment	Schools	Enrollment
1-199	40	3,934	55	3,616	105	7,550
200-399	54	16,008	14	4,098	68	20,106
400-599	47	23,338	8	3,904	55	27,242
600-799	58	40,673	7	4,810	65	45,483
800-999	44	38,749	2	1,836	46	40,585
over 1,000	82	118,547	2	2,875	84	121,422
Total	325	241,249	88	21,139	423	262,388

Size of Public Elementary Schools by Percent of Statewide Enrollment



*Total Enrollment 1979-80 = 435,874
Total Enrollment 1982-83 = 414,426

School Enrollment by Size, 1982-83

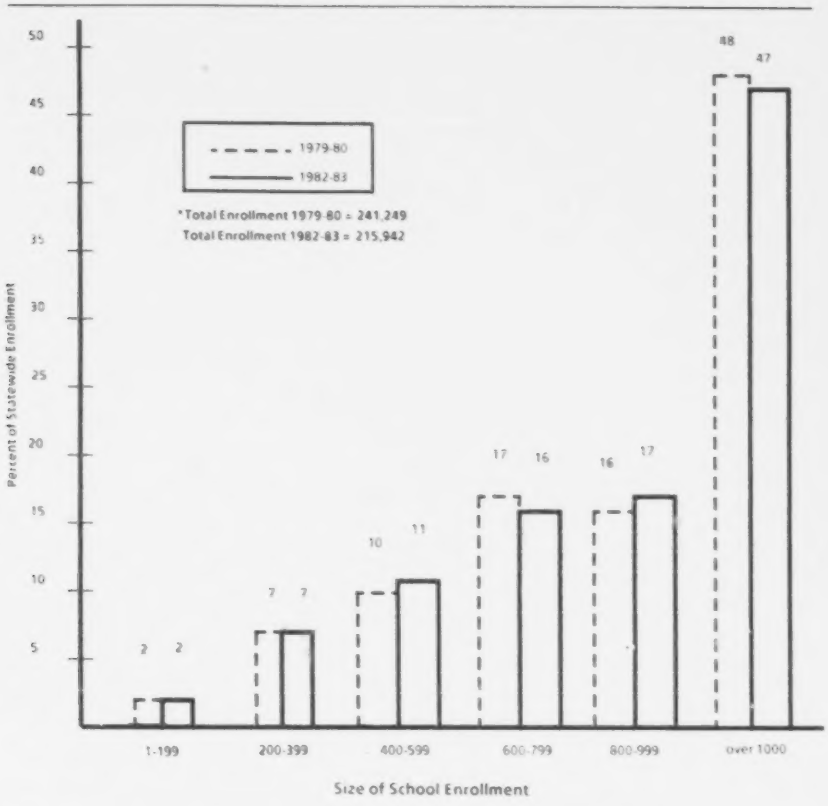
Elementary

	Public		Non-Public		Total	
Size	Schools	Enrollment	Schools	Enrollment	Schools	Enrollment
1-199	173	21,435	229	15,933	402	37,368
200-399	386	115,855	60	16,396	446	132,251
400-599	290	143,828	33	15,316	323	159,144
600-799	140	94,486	7	4,625	147	99,111
800-999	47	41,463	1	969	48	42,432
over 1,000	15	17,359			15	17,359
Total	1,051	434,426	330	53,339	1,381	487,665

Secondary

	Public		Non-Public		Total	
Size	Schools	Enrollment	Schools	Enrollment	Schools	Enrollment
1-199	43	4,710	81	3,273	124	7,983
200-399	48	14,263	16	4,475	64	18,738
400-599	49	24,884	9	4,388	58	29,272
600-799	49	34,467	4	2,755	53	37,222
800-999	42	37,075	2	1,889	44	38,964
over 1,000	76	100,543	2	2,828	78	103,371
Total	307	215,942	114	19,608	421	235,552

Size of Public Secondary Schools by Percent of Statewide Enrollment



The Department of Education owns 162 buildings with a current appraised value exceeding $115 million. The Office of Resource Management is responsible for maintaining that property. In addition, it operates the school food services and surplus property.

Buildings Owned by Department of Education

Vocational Education	122
School for the Blind	15
School for the Deaf	18
Vocational Rehabilitation	4
Surplus Property Operations	3
Total:	162

During the past four years, 474 maintenance projects were initiated. In this biennium, 304 of them were completed at a cost of $2.8 million. Twenty-one other projects with an estimated cost exceeding $2 million are in various stages of completion. Nineteen major capital construction projects were undertaken representing 508,570 square feet of space. To be built at a cost of over $36 million, these facilities will house 160 faculty members and nearly 2,000 students.

New and Expanded Facilities

Project/Facility	No. of Teachers	No. of Work Stations	No. of Square Feet	Scope (Dollars)
1981				
Oldham County AVEC	9	174	34,000	2,355,000
Harlan Mine	6	108	71,750	2,768,000
Edmonson County HSVED	9	180	21,640	1,100,000
KSD Multipurpose Building	30	20	55,567	4,700,000
KSD Dorm Phase I	8	80	41,600	2,000,000
1982				
Bowling Green Phase II	12	192	27,857	2,600,000
Mayo Paint Room	N/A	N/A	N/A	100,000
KSB Dorm Phase II	*	*	*	1,400,000
TOTALS	74	934	252,414	17,023,000
1983				
Mayo Mine	3	20	25,000	500,000
Cumberland Valley Health	10	120	22,480	1,800,000
Somerset Diesel	2	36	7,464	490,000
EKCRC Speech/Hearing	2	10	1,200	136,000
EKCRC Water/Sewer	N/A	N/A	N/A	295,000
KSD Underground Electric	N/A	N/A	N/A	200,000
1984				
Elizabethtown Expansion No. 2	12	198	49,350	3,000,000
Northern Kentucky Health	14	180	35,772	2,600,000
Morehead SVTS	20+	300	47,890	4,900,000
Ashland Expansion No. 1	9+	162+	43,000	3,000,000
KSB Classroom	10+	12	24,000	2,600,000
TOTALS	82	1,038	256,156	19,521,000
19 PROJECTS/FACILITIES	156	1,972	508,570	36,544,000

*Included in Phase I

KSD — Kentucky School for the Deaf

KSB — Kentucky School for the Blind

EKCRC — Eastern Kentucky Comprehensive Rehabilitation Center

KENTUCKY SCHOOL BUILDING AUTHORITY

The Authority was created by the Kentucky General Assembly in 1978 to supply new resources for school construction, and to supply them in such a way as to provide incentives to local school districts to strive to meet their own construction needs, to equalize educational opportunity among the districts, and to reduce the backlog of building needs. These objectives were met by empowering the Authority to act on behalf of school districts to issue school revenue bonds in the name of the Authority, and to enter into lease agreements with local boards of education to finance the construction, or reconstruction, of school facilities.

Since October 1, 1979, when the Authority offered its first bonds, it has issued a total of $90,260,000 bonds on behalf of 27 districts. Of this amount, $73,350,000 were used to build elementary and secondary schools (including three vocational centers) and the remainder to construct state vocational-technical school projects. Nine school districts passed building fund or utility taxes to help finance their facilities.

School Revenue Bonds Issued Since October 1, 1979

District	Project	Amount of Bonds
Bell County	New High School	$ 6,450,000
Bourbon County	Jr. High School Addition	1,355,000
Breathitt County	New High School	4,670,000
Bullitt County	New High School-Ph. I	
	New Middle School-Ph. II	5,800,000
Central City Independent	New Elementary School	1,400,000
Covington Independent	Vocational Center	1,290,000
Crittenden County	New Elementary School	2,210,000
Dawson Springs Independent	New High School	1,900,000
Dayton Independent	New High School	3,650,000
Edmonson County	New High School	3,540,000
Floyd County	Three Classrooms	275,000
Harlan Independent	New Elementary School	1,710,000
Letcher County	New High School	(to be determined)
Lewis County	Vocational Center	1,850,000
Livingston County	New High School	4,120,000
Logan County	New High School	4,770,000
Mason County	New Elementary School	3,250,000
Monticello Independent	High School Addition	1,100,000
Oldham County	Vocational Center	2,355,000
Pike County	Physical Education Addition	310,000
Pineville Independent	New High School	690,000
Rowan County	New High School	7,450,000
Silver Grove Independent	New High School	1,035,000
Spencer County	New High School	3,320,000
Trimble County	New High School	2,570,000
Williamsburg Independent	New School (K-12)	3,400,000
Woodford County	New Elementary School	2,880,000
Vocational Schools		16,910,000

Districts which Passed Tax Measures Since Fiscal Year 1978

Beechwood Independent	Special Voted Building Fund Tax added 8¢ per $100 assessed valuation to existing tax.
Edmonson County	3 percent Utility Tax
Graves County	3 percent Utility Tax
Livingston County	3 percent Utility Tax
Pineville Independent	Special Voted Building Fund Tax added 8¢ per $100 assessed valuation to existing tax.
Rowan County	3 percent Utility Tax
Spencer County	Special Voted Building Fund Tax 14.8¢ per $100 assessed valuation.
Trimble County	Special Voted Building Fund Tax added 10¢ per $100 assessed valuation to existing tax.
Williamsburg Independent	3 percent Utility Tax

MEALS

The Division of School Food Services administered six federally funded Child Nutrition Programs in Kentucky's public and non-profit private schools and child care institutions: the National School Lunch Program, the School Breakfast Program, the Special Milk Program, the Child Care Program and the Summer Food Services Program. During 1981-83, the Division disbursed $132,759,415 in federal and state funds to over 1,900 schools and child care institutions. As a result, more than 466,000 children received at least one nutritionally balanced meal each day.

School Food Services National School Lunch Program, 1981-83

	1978-79	1979-80	1980-81	1981-82	1982-83
AVERAGE DAILY PARTICIPATION					
Lunch	509,606	507,262	461,209	460,894	455,269
TOTAL FUNDING					
Lunch (federal)	$ 41,664,910	$ 47,783,336	$ 48,417,327	$ 45,015,622	$ 52,100,000
Lunch (state)	$ 2,615,049	$ 3,560,000	$ 3,875,970	$ 3,789,500	$ 3,597,084
PERCENT PUBLIC SCHOOL PARTICIPATION					
Lunch	99.7%	99.8%	99.8%	99.8%	99.8%
COST PER CHILD	$ .87	$ 1.01	$ 1.13	$ 1.06	$ 1.22

BUSES

Four hundred sixty-five thousand school children were transported twice daily for a total of over 71,000,000 miles annually. The cost of providing transportation was 1.65¢ per bus mile or $169.78 per pupil per year.

BOOKS

During the first year of the biennium, 442,129 textbooks were purchased at a cost of $2,127,578. Supplementary materials cost $231,788 for grades kindergarten through eight. During the second year of the biennium, acquisition of textbooks nearly tripled with 1,135,880 textbooks being purchased at a total cost of $5,918,801. Supplementary materials cost $250,557.52 for grades kindergarten through eight. More than 800 large print textbooks were also acquired during the 1981-83 biennium.

SUPPORT SERVICES

Surplus—The Division of Surplus Property was a service agency which selected federal surplus personal property (furniture, paint, hardware, office machinery, electronics, band instruments, medical supplies, aircraft, vehicles, computers and scrap metals) and distributed it from centers in Madisonville and Frankfort to eligible public agencies and certain non-profit health and educational institutions. Handling charges based upon cost of services averaged 11 percent of the acquisition cost of the property transferred. The division's furniture refinishing and upholstery shops salvaged 9,000 pieces of furniture during the biennium.

Surplus Property Cost Comparisons

Biennium	Acquisition Cost of Property Received	Acquisition Cost of Property Transferred	Handling and Service Charges Assessed
1979-81	$ 13,707,485	$ 16,076,828	$ 1,286,940
1981-83	16,734,589	13,684,124	1,567,657

Computers—The office of Computer Services provided data processing support to the Department and to the local school districts in the areas of computer hardware and software, programming and maintenance functions, word processing, data entry and data control, and micro-computers. In addition, it maintained a circulation system for the Department for Libraries and Archives and operated computerized information systems for the Department for the Blind, the Human Rights Commission, and the Arts Commission. Programming requirements for 78 other computerized systems consisting of more than 1,650 active individual computer programs were maintained.

During the biennium, the following new or expanded services were provided:

- The Pupil Attendance Accounting and Census System was changed to a billable system serving 157,000 students;
- A new system was installed to score the voluntary, mandatory and GATB tests as outlined in the Educational Improvement Act of 1978;
- The Vocational Education Student Information System (VESIS) was implemented in the 14 vocational regions;
- IBM System 34's were installed in vocational schools in Somerset, Paintsville, Northern Kentucky and Jeffersontown; and
- A centralized dictation service was implemented for all Department Staff.

The office also worked to automate the process of calculating the state allotment of funds to the 180 school districts under the Minimum Foundation Program, state laws and regulations and the biennial budget. Automation of processes involved in foundation program calculations will obviate the need for months of manual calculations and adjustments of data. Changes that occur in local district staffing patterns, programs, transportation systems, can be added to the system immediately upon receipt by the Department. It is anticipated that in addition to the major goal of streamlining an antiquated system, the automation of the Minimum Foundation Program and related calculations will provide a complete and unduplicated base of school district data at the state level, will enable standardization of policies and procedures essential for audits, provide historical data which can be used in forecasting and budgeting, and improve the control and management of the vast resources which flow through the Department to the local school districts.

Personnel—The Office of Personnel Management services the Department and its personnel numbering 1,305 teachers and 1,848 non-teaching staff. During the biennium, the Office implemented the revised classification and compensation plan and the Work Planning and Performance Review (WPPR) program. It improved the salaries of employees in the lower grade classifications, continued Senate Bill 299 of 1980 which provided parity for vocational education teachers, and implemented the Job Bank whereby vacant positions were posted to encourage promotional opportunities for minorities and females. The Office also administered the state-sponsored fringe benefits of health and life insurance for every eligible full-time school board employee throughout the Commonwealth.

Health and Life Insurance

Fiscal Year	Health Insurance Cost	Life Insurance Cost
FY 1982	$ 19,214,336.53	$ 467,503.97
FY 1983	$ 29,526,074.14	$ 342,184.66

The Office's Division of Equal Educational Opportunities administered Title IV for identifying and resolving problems resulting from school desegregation and Public Law 94-482 of the Vocational Education Amendments to reduce sex bias and stereotyping in all vocational programs. A support system for nontraditional students and the "Think Nontraditional" curriculum were also implemented to encourage transfer of equality of educational opportunity from the vocational school to the work place.

Inventory—The Vocational Education Property Inventory System (VEPIS) was redesignated the Department of Education Property Inventory System (DEPIS) and expanded to include all personal property, fixed plant equipment, buildings and land owned or leased by, or assigned to, the Department of Education and the Department for the Blind. The system was also modified to provide all data necessary for the effective management of equipment and real property including commodity class codes, utilization, life expectancy, and maintenance schedules. Responsibility for 45,000 items of equipment acquired with federal funds for the local districts was transferred to those districts while 15,000 obsolete and unusable items were disposed of in accordance with federal and state rules. In all, 170,000 transactions were processed into the system which now contains 150,000 items worth $70 million.

The amount of space leased by the Department was reduced by almost 50 percent while property that was no longer useful was declared surplus and sold or razed. All buildings and major items of equipment were reappraised and insured as deemed appropriate. Health and safety inspections were conducted annually in facilities owned by the Department and special efforts were made to promote safety awareness. As a result, the number of injury accidents in the Department's facilities progressively declined every year of the administration from 132 in 1979-80 to 60 in 1982-83.

References:

PROFILES OF KENTUCKY SCHOOLS, 1982-83, Kentucky Department of Education, Frankfort, Kentucky

PUBLIC SCHOOL FINANCIAL ANALYSIS, 1982-83, Kentucky Department of Education, Frankfort, Kentucky

RECEIPTS AND EXPENDITURES, 1982-83, Kentucky Department of Education, Frankfort, Kentucky

PUBLIC SCHOOL SALARIES, 1982-83, Kentucky Department of Education, Frankfort, Kentucky

LOCAL DISTRICT FINANCIAL REPORTS, 1982-83, Kentucky Department of Education, Frankfort, Kentucky

CHAPTER 6
Legislation and Key Decisions

COURT CASES

In 1974 auditors from the U.S. Department of Health, Education and Welfare took exception to an expenditure by the Kentucky Department of Education in 50 school districts for compensatory education for the educationally deprived.

Kentucky's plan consisted of a special program in lieu of the first grade for those children who were determined to be educationally deprived. The teacher was especially trained and a concentrated program for not more than 13 students was devised to bring those pupils into equality with regular first graders. If the program was successful, the students were sent to the second grade the second year; if not, they were sent to a regular first grade class the second year. These pupils had all the facilities and special programs such as physical education, art, music, and library and transportation furnished by state and local funds. The teacher was paid from federal funds.

The auditors took the position that these children were deprived of their fair share of the state and local money that paid the regular first grade teacher's salary. If the children were retained for the first grade in the second year, the auditors took no exception.

From 1976 until 1982 this matter was pending and argued before the Department of Health, Education and Welfare and its successor agency, the U.S. Department of Education. During that time, the Secretary of Education reduced the amount claimed against Kentucky from $704,000 to $338,000 because of the favorable pupil/teacher ratio.

In 1982 the Kentucky Department of Education brought a lawsuit against the federal Department of Education in the U. S. Sixth Circuit Court of Appeals. The Court of Appeals, in a rather narrow holding, has exonerated Kentucky's position and ruled in its favor. The Court held that:

> *"... in the absence of unambiguous statutory and regulatory requirements, and in the presence of a specific grant of discretion to the Commonwealth to develop and administer programs it believes to be consistent with the intentions of Title I, it is unfair for the Secretary to assess a penalty against the Commonwealth for its purported failure to comply substantially with the requirements of law, where there is no evidence of bad faith and the Commonwealth's program complies with a reasonable interpretation of the law."*

CHAPTER 2 (ECIA)

In fiscal year 1983 the Education Consolidation and Improvement Act of 1981 (ECIA) superseded Title IV of the Elementary and Secondary Education Act of 1965 (EDEA) and in so doing consolidated 28 separate education programs into a single block grant. As a result of the consolidation, funds flowing through the Department to the local school districts have nearly doubled and the districts have greater flexibility in their use. The major restriction under the new Chapter 2, as in Title IV, is that funds cannot be expended for programs required by the state, but must be used for supplemental educational activities. Districts, therefore, have used the monies to increase library resources, provide gifted and talented programs, upgrade teaching skills and introduce computer education in the classrooms.

ELIGIBILITY RULES

For years, rules of the Kentucky High School Athletic Association (KHSAA) have prohibited a student who has represented a secondary school in a varsity team game from representing another school until he/she has had an ineligibility period of 36 weeks (one school year). The only exception allowed the Commissioner of the KHSAA to waive that rule if there was a corresponding change of address of parents and student. Through harmonius relationships and numerous appeals from decisions of the KHSAA to the state Board of Education, the times when the rule may be waived have been broadened to include broken home situations, particularly where custody has changed from one parent to another, and hardship cases, such as the death of a parent. In addition, the student now has the option of completing the current semester or the sports season before changing schools when his parents have moved.

The state Board of Education, on the recommendation of the Superintendent of Public Instruction, has adopted another change in the by-laws of the Kentucky High School Athletic Association which would require, for student eligibility to participate in interscholastic sports, that the student be making normal progress toward graduation, and this is defined as having passed 4, 9 and 14 courses in the freshman, sophomore, and junior years, respectively. This rule will become effective at the beginning of the school year 1984-85.

CHAPTER 7

Superintendent's Recommendations

If the Superintendent of Public Instruction could offer only one recommendation to the General Assembly, it would be to demand academic performance in exchange for new dollars granted.

As this report illustrates, the amount of money funneled to education in the past decade has increased enormously. It increased even when the revenue to the state and the numbers of children to educate both declined. The improvement in the quality of the education provided, however, did not match the growth in the money spent.

If Kentucky wants a sound economic future, it must build a system of education which is second to none. It must demand the best academic performance from students, teachers, and administrators. It must be willing to pay for it but it must also be aware that the best often doesn't cost any more than the mediocre.

Doing a task right the first time is always more productive in the long run than doing it halfway or not at all. The principle applies with particular force in education, where the need is great and the resources are limited. Many of the following recommendations would have a major beneficial impact on the quality of teaching and learning for minimal, if any, additional cost.

Too frequently, progress in county school districts is stifled by parochialism, factionalism, and community-centered commercial interests. Also much too frequently, leadership on the state level is hampered by the political exigencies of the post of State Superintendent and the difficulties inherent in obtaining a censensus of opinion in the state legislature. To overcome these obstacles, the following is recommended.

SPECIAL SESSION OF THE GENERAL ASSEMBLY

Education is not a partisan issue and should not be treated like one. Therefore, it is recommended that the decisions necessary to develop a system of public education unparalleled for excellence be delayed and that a special session of the legislature be called to consider them, perhaps in January 1985 after the deliberations of groups such as the Kentuckians for Excellence in Education sponsored by the Kentucky Chamber of Commerce and the Prichard Committee sponsored by the Council on Higher Education are completed. The intervening time can be used to develop legislation thoughtfully, in the spirit of doing what is right and providing what is best for Kentucky. Excellence is not an impossible dream. It can be achieved if all work together in unity of purpose.

GOVERNANCE OF PUBLIC EDUCATION

Constitutional Amendment—A constitutional amendment to provide for an appointive Superintendent is recommended. The provision should stand alone and be voted as a single issue, not as a part of any general reorganizational package.

School Board Elections—Election of county school district boards of education should be at large rather than by sub-districts so that the boards represent and advocate for a sound county-wide public education program and not a regional or sub-district one.

Qualifications—To qualify for the office of member of a local board of education, candidates should be at least as well-qualified as the students they superintend. Therefore, it is recommended that the law be changed to require candidates for the office to possess a high school diploma or its equivalent in order to run for the office and serve.

Recall—Legislation to enable district boards of education to levy additional taxes for the purpose of participating in any state-funded program without recall or vote of the people is recommended.

Contracting—Contracting the management of area vocational centers to the local school districts is recommended in order to improve management of vocational programs at the regional level.

Strong Department of Education—A strong Department of Education is essential to the enforcement of state laws and regulations and the carrying out of initiatives for the high quality educational programs being demanded by parents across the state. Effective management and supervision of local school districts and the implementation of public school effectiveness projects in particular demand manpower. Since departmental staff was reduced 22 percent during this administration, it is recommended that attention be given to restoring that portion of it that is directly related to ensuring quality instruction at the local level.

Academic Deficiencies—Districts which excel in academic achievement can safely be allowed considerable autonomy in the operation of their instructional programs. Districts which consistently fall short, however, endanger the economy and well-being of the Commonwealth. It is recommended, therefore, that a mechanism be developed whereby help from the Department and the state Board of Education is automatically provided when an academic deficiency occurs, that the help continue until the deficiency is overcome, at which time the district can again be safely allowed autonomy in the operation of its instructional programs. Such monitoring and supervision are now provided for districts in financial deficit, and the same care taken to safeguard the state's financial resources should be expended on safeguarding its academic resources for its young people.

STUDENT ATTITUDES AND STUDENT MOTIVATION

Research into learning shows that students tend to produce just what their parents and their teachers expect of them. If we do not expect or demand very much, we do not get very much. If we set high expectations of ourselves and of them, we get high performance. It is in this spirit that the following recommendations have been developed.

Discipline—A statewide code of discipline does not now exist. Likewise, a statewide code of professional conduct for educators does not exist. It is recommended that high priority be given to developing codes that would apply across the Commonwealth to all students and educators.

Academics and Athletics—The public school system is operated and funded by the state of Kentucky and the various local districts for the purpose of educating young people so they may assume an economically viable role in the state's future while achieving personal career and intellectual objectives. A reasonable amount of athletic endeavor contributes to the education of the child, but the sometimes overwhelming emphasis that athletics receive in some school districts detracts from academic endeavor. It is therefore recommended that athletic activities not be scheduled on nights when there is a school day following, that classes not be dismissed for the purpose of attending athletic functions, and that school time not be used to raise funds, to practice, or otherwise to prepare for athletic competitions and events. It is further recommended that in order to participate in sports that an academic standing of 2.5 be maintained.

Compulsory Education—It is recommended that the compulsory education law be amended to require students to attend high school until the age of 18 or until they graduate from high school, whichever comes first.

Competency Testing—Competency testing in the basic skills should be required in the 12th grade prior to graduation. The results of those tests should be placed on the transcript of each student to serve as a motivational factor and to provide a measure for future employment. Funds for this purpose have been proposed in the budget for 1984-86 and it is recommended that the requirement be made a part of state law as well.

Dropout Prevention—It is recommended that dropout prevention projects be expanded and made mandatory in every school district. Expansion of the JAVA program into districts with high dropout rates and faltering academic achievement levels is also advisable.

Test Scores—It is recommended that publication of district rankings be made a part of the annual reporting required under the provisions of the Educational Improvement Act of 1978.

Concepts—Some of the concepts employed in the dropout prevention program would have applicability for motivating average students and the gifted and talented students. It is recommended that a task force be formed to adapt concepts successful in dropout prevention for all students who could improve their academic achievement levels significantly with relatively small amounts of tutoring.

Governor's Scholars Program—It is recommended that the program be expanded and continued for Kentucky's gifted and talented young people. As the program grows, some state support will become necessary. It is therefore recommended that the state match dollar-for-dollar contributions made from the private sector for the program. Additional funding should continue to be derived from private sources, as the participation of business and industry and other sectors of our society contributed greatly to its success.

TEACHER RECRUITMENT

Scholarships—To attract the best and brightest young Kentuckians into careers in teaching, it is recommended that a scholarship loan program for high school graduates scoring in the ninth "stanine" be developed and implemented.

Math-Science Loans—To ease the shortage of qualified math and science teachers, it is recommended that the math-science scholarship loan program enacted in 1982 be doubled in the 1984-86 biennium. Funds for the purpose are included in the budget proposal.

TEACHER EDUCATION AND PREPARATION

Internships—Legislative implementation of the teacher testing and internship program described in Chapter 3 is urged. Funds for the purpose have been included in the proposed budget.

Restructure Teacher Education—To ensure that the teacher candidates receive the best possible training, teacher preparation programs must be restructured and modernized to conform with the needs of a highly technical world. As part of the effort, the qualifications of faculty members in the colleges of education must be reviewed. A task force of educators, public officials, business and industry leaders, and lay citizens should be appointed and charged with responsibility for making the study and developing solutions to the problems it identifies. Such a study was endorsed by the state Board of Education at its November 1983 meeting.

Baccalaureate—A five-year program for the baccalaureate degree in education should be instituted in order to expand the number and quality of academic subjects, especially in the fields of mathematics and science, required for teacher candidates.

GPA—An increase in the grade point average requirement from 2.5 to 2.8 for admission to student teaching is recommended.

TEACHER CERTIFICATION

Study—An in-depth study of all certification programs, rules and regulations has been endorsed by the State Board of Education and is urged by the Superintendent.

Council—The Kentucky Council on Teacher Education and Certification should be restructured from its present composition to include the following twenty-one members:

- Two deans representing public colleges of education
- One dean representing private colleges of education
- Five teachers
- One representative from the Kentucky School Boards Association
- Two local superintendents
- Two members at-large
- Three public school employees who are not teachers, principals or superintendents
- One representative from the vocational regions
- One representative of the Parent-Teacher Association
- Two representatives from the Department of Education
- One member of the State Board of Education

TEACHER COMPENSATION AND EVALUATION

Career Ladder—A career ladder for teachers which would enable an experienced teacher to earn as much in the classroom as could be earned in the administration of the school system is essential if the finest and most capable teachers are to be retained in our public schools. Accordingly, it is recommended that the matter of teacher compensation based upon merit be studied by a blue ribbon task force. The group should be charged with responsibility for developing a plan for presentation to the General Assembly that would provide financial rewards beyond the normal rank and experience provisions now available under the Minimum Foundation Program, such rewards to be based upon a system of evaluation for teachers, school administrators, principals and superintendents.

Salaries—An eight percent increase in teachers' salaries each year of the new biennium is recommended and funds have been proposed in the budget for the purpose. Continuing salary improvements, especially for beginning teachers, are recommended to attract and retain highly qualified new teachers.

MIDDLE SCHOOL EDUCATION

Student Improvement/Assisting Teacher Program—Because of serious deficiencies in students' basic skills in the middle school years, funds have been proposed in the 1984-86 budget for the implementation of a student improvement program in grades 6, 7, and 8. The objective of the program would be to prevent dropouts and to raise the basic skills of all students 1½ years for every grade in the middle school period. It is recommended that a program be implemented to provide one "assisting teacher" for every 15 classroom units in grades 6, 7, and 8. The assisting teachers would have no administrative responsibilities but would analyze pupils' weaknesses, develop curriculum to correct basic skills deficiencies for both individual and classroom use, provide assistance in diagnostic and prescriptive teaching, and spend at least 40 percent of their time in demonstration teaching. The assisting teacher should be selected on stringent guidelines and be employed for an extended day and for 11 months per year. They should be paid on the basis of the number of teachers assisted, rank and experience, plus an extra salary supplement. A ratio of 27 students per classroom in grades 6, 7 and 8 should be enforced as part of the project.

Study—The organization of Kentucky's middle schools and the problems of growing up which accompany the middle school period combine to make middle school teaching and learning particularly difficult. It is recommended that a task force of educators and lay citizens be appointed to study middle school education with responsibility for identifying the problems and recommending additional solutions to them.

INSTRUCTIONAL TIME

Longer School Year—It is recommended that the school calendar be lengthened by 10 additional days, from 185 to 195 days in order to ensure a full 175 days in the instructional program for all students. It is recommended that five of the days be provided at the beginning of school, during which time school facilities would plan instructional activities, issue textbooks, review prior year student records, counsel with students and parents concerning the pupil's educational needs, complete scheduling arrangements, test transportation routes and equipment, and accomplish all things necessary to the operation of the full 175-day calendar. It is recommended that five days be added at the end of the school calendar for final examinations, completion of school records, graduation exercises, counseling of students and parents for the coming year, evaluation of programs undertaken during the year, and all other year-end activities in order that the full 175 days of instruction can be achieved.

Time-on-Task—Along with consideration given to the longer school year, steps should be taken to ensure that the instructional time now available is not wasted. Since the school effectiveness project focuses on the amount of time actually spent on the task of teaching and learning in the classroom, it is recommended that the school effectiveness program be expanded to include every district in the Commonwealth as soon as possible.

SPECIAL EDUCATION

Prevalence Rates—It is recommended that prevalence rates based on national norms be established and used as one factor to judge whether or not school districts are providing an adequate special education program. Significant deviation from some norm within these prevalence rates should cause a departmental audit to determine the appropriateness of the special education program offered in that district.

Funds—It is recommended that homebound funds be distributed on a reimbursable basis, rather than the classroom unit, which is essentially a forward-funding basis.

SCHOOL FACILITIES

It is recommended that funds be provided each year of the 1984-86 biennium to finance bonds for the construction of new school facilities under the auspices of the School Building Authority. Funds have been included in the new budget proposal for the purpose.

VOCATIONAL REHABILITATION

Revolving Fund—It is recommended that the state provide a revolving fund for use by Vocational Rehabilitation for interim financing of services for injured workers eligible for workers' compensation. This would enable the Vocational Rehabilitation program to facilitate services to such workers in a timely fashion and would eliminate much unnecessary paper work required when federal funds are involved.

Incentive Funds—It is recommended that the state provide incentive funds to match federal funds to establish and implement special projects with industries to enhance the placement of persons with severe disabilities.

Computer Processing—It is recommended that the state provide direct on-line computer terminal operation at the district office level to decrease costs of mailing, printing, personnel and telephone costs associated with current document processing and to increase timeliness of payments to vendors, and service delivery efficiency.

—printed with state funds—

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RAYMOND BARBER

Superintendent of Public Instruction

BIENNIAL REPORT 1981-1983

Volume LI

Part II — Numbers

Kentucky Department of Education

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TABLE 1 — Summary of Receipts and Disbursements —KENTUCKY DEPARTMENT OF EDUCATION

Source of Funds	Fiscal 1982	Fiscal 1983
GENERAL FUND		
Regular Appropriation	$ 857,999,285	$ 960,647,200
Special Appropriation		
Continuing Appropriation		
Competitive Pay Fund		278,500
Reorganization Transfer	125,700	
Necessary Gov'al Expenses		
Planning Fund		
Salary Improvement Fund	2,307,700	
Total General Fund	860,432,685	960,925,700
AGENCY RECEIPTS		
Balance Brought Forward	832,310	1,273,368
Current Receipts	18,363,686	17,729,413
Total Agency Receipts	19,195,996	19,002,781
FEDERAL FUNDS		
Balance Brought Forward	5,082,389	11,568,680
Current Receipts	179,205,711	178,332,830
Total Federal Funds	184,288,100	189,901,510
TOTAL FUNDS	$ 1,063,916,791	$ 1,169,829,991
EXPENDITURES BY CATEGORY		
Personnel Costs	66,782,777	68,291,822
Operating Expenses	22,691,543	23,922,601
Grants, Loans or Benefits	958,028,851	1,061,206,862
Debt Service	129,000	131,700
Capital Outlay	1,617,066	2,701,872
TOTAL EXPENDITURES	$ 1,049,249,237	$ 1,156,255,857
EXPENDITURES BY LEVEL OF FUNDING		
Current Funding	1,049,249,237	1,156,255,857
Additional Funding		
TOTAL EXPENDITURES	$ 1,049,249,237	$ 1,156,255,857
EXPENDITURES BY PROGRAM/SUBPROGRAM		
General Administration	676,079	687,632
Personnel Management	22,053,823	30,767,659
Resources Management	68,738,660	71,500,317
Federal Programs	65,629,142	66,351,090
Research and Planning	2,351,244	2,283,278
Finance and Administration	12,575,529	18,058,992
Instructional Services	4,803,653	4,778,096
Education for Exceptional Children	23,056,245	24,199,707
Vocational Education	65,127,750	68,635,474
Rehabilitation Services	19,387,412	22,526,312
School Foundation and Related Programs	765,849,700	846,467,300
TOTAL EXPENDITURES	$ 1,049,249,237	$ 1,156,255,857